

Mid-Term Evaluation of the USAID/El Salvador Environmental Protection Project

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Evaluation Team Members
John O'Donnell, Team Leader
Fred Mann
Robert Peck
Raymond Dodd

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Cambridge Consulting Corporation
1410 Spring Hill Road, Suite 450
McLean, VA 22102

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EXECUTIVE SUMMARY

BACKGROUND

This mid-term evaluation of USAID/El Salvador's Environmental Protection Project (EPP) was conducted from April 21 to May 30, 1997. The evaluation was conducted by a team of specialists from Cambridge Consulting Corporation (CCC). This report reflects the findings and assessment of the Cambridge team based on the information available to them. The purpose of the evaluation is to assess the mid-term progress of three Project components: 1) environmental policy reform, 2) demonstration of benefits, and, 3) environmental education. Recommended mid-course corrections are to fully contribute to the Mission's Environmental Strategic Objective #4, including the new emphasis on water as a cross-cutting focus. Abt Associates, with Winrock and RONCO as sub-contractors, is the technical assistance contractor for the first two Project components, and the Academy for Educational Development (AED), through a buy-in to their centrally-funded GreenCom Project, is the technical assistance contractor for the third component. Abt commenced implementation activities in June 1994, and AED (GreenCom) in March 1994.

Major obstacles to implementation progress have included an unusually high level of institutional instability and key management personnel turnovers. The Executive Secretariat for the Environment (SEMA), originally attached to the Ministry of Agriculture (MAG), has been relocated within three different ministries, and on June 1, 1997, SEMA merged into the new Ministry of Environment (MIMA). Important management personnel turnovers include three Directors of SEMA, three Ministers of Agriculture, four USAID Mission Directors, numerous changes of supervisors of the USAID Project Manager, two USAID Project Managers and three Abt Chiefs of Party (COPs) since the Project began. This difficult implementation atmosphere was further exacerbated by differences about Project implementation that arose between one SEMA Director (7/94-2/96), and the Abt team (and USAID Project Manager). These extenuating circumstances have been considered in evaluating the course and pace of implementation.

PRINCIPAL FINDINGS AND CONCLUSIONS

1. Progress towards achieving expected results has been mixed. Major contributions have been and continue to be made to increase awareness and concern about environmental problems by policy-makers, stakeholders and the general public, and in developing mass media capacities to continue this process. There is some notable progress in internalizing selected institutional capacities to develop and implement environmental education activities. However, there has been no significant progress in enhancing a national capacity to carry out environmental protection and natural resources management (E/NRM) policy reforms or in achieving specific policy reforms. (It should be noted that the recent creation of a full fledged Ministry for the Environment, for which USAID and the Project deserve some credit, may provide cause for optimism for future progress in policy reform.) There have been mixed results in developing and diffusing small farmer NRM technologies and no significant progress in enhancing related institutional capacities.

2. Major activities in policy reform have been assistance in preparation and public consultation of a draft comprehensive environmental law, a draft forestry law and a draft protected areas law. Work also has been initiated and continues on preparation of a forestry incentives law.
3. The policy reform process used in preparation of these draft laws needs to be reviewed and improved. Essential steps previous to legislative drafting include: 1) legal baseline and other analyses and, 2) formulation, consultation and internalization of a policy strategy, agenda, framework and specifications for the E/NRM policy area of focus. Corrective action is needed in the reform process supported by the Project. The appropriate process and steps required are discussed in detail in Annex G to the evaluation report.
4. The participation process carried out with Project support has contributed significantly to raising awareness and concern about the environment among stakeholders and the general public. The group dynamics methodology applied would have contributed even more to consensus building if the materials under discussion had been strategy, priorities (agenda) and principles (policy framework) instead of a draft law.
5. Augmenting and training CENTA (Centro de Tecnología Agropecuaria y Forestal) extension agents initially strengthened institutional capacity for transferring soil and water management and agro-forestry technologies to the target population of small, hill side farmers in the demonstration area (DA). Removal of counterpart-funded extension agents from CENTA in late 1996 and creation of a parallel group of Green Project/SEMA "training specialists" with NGO supervisors has slowed progress in achieving DA objectives.
6. For a number of reasons, a decision was made in mid-1995 to initiate a Community Conservation Program (CCP) to assist in installing latrines, stoves, wells and pumps. This has diverted financial and technical resources from testing NRM practices and transfer methodologies, and seems more appropriate for the Mission's health strategic objective.
7. GreenCom has made good progress in assisting to establish environmental education and communications (EE/C) technical units in the Ministry of Education, SEMA and the Parks and Wildlife Division (PANAVIS) of MAG. Also, it has assisted the Ministry of Education to prepare teacher guides for including environmental topics in primary education.
8. GreenCom has supported SEMA environmental media campaigns and worked with environmental journalists, newspaper and television channels to develop and disseminate better quality environmental information. A national environmental journalism awards program has been created. These activities have contributed significantly to increased quantity and quality of coverage of environmental issues by major newspapers and television channels over the past two years.

MAJOR RECOMMENDATIONS FOR MID-COURSE CORRECTIONS

General

1. Abt activities and GreenCom activities should continue to be programmed and managed separately, although close coordination is necessary, especially between demonstration area and GreenCom activities.
2. As soon as possible, the Abt "Green Project" operation should relocate with and be incorporated into the MIMA Despacho Ministerial as the National Environmental Protection and Natural Resources Management Improvement Project (ENREM) Unit. The Green Project name and logo should be eliminated immediately. A national director should be appointed as the manager of ENREM, reporting directly to the Minister. Project administrative and logistic support staffing and costs should be primarily from counterpart funds.
3. A common annual and LOP action plan for the policy reform and demonstration area components should direct activities for both USAID-funded Abt advisors and counterpart-funded professional staff. Policy reform TA advisors should be attached to and housed with the MIMA Office of Policy Reform, and demonstration area TA advisors probably should be attached to and located with MIMA/DGRNR in San Salvador, and with the CENTA agency office in the Cara Sucia demonstration area.
4. The institutional and implementation arrangements proposed will greatly reduce Abt expatriate administrative, programming, reporting and technical management responsibilities. Likewise, Abt local-hire administrative and logistical support staff requirements can be reduced substantially. Once new arrangements are agreed with the GOES, staffing requirements should be reviewed to bring Abt staffing into conformance with sharply reduced management, administrative and logistic support requirements.

Policy Reform

High priority activities to be included in the revised 1997 and LOP action plans are recommended below. These are discussed in more detail in the evaluation report and Annex G.

SHORT-TERM (2-6 MONTHS)

Long-term and short-term expatriate advisory assistance, supported by local-hire technical specialists, should address the following:

1. As soon as possible, develop a skeleton institutional framework and organizational structure for MIMA, including a detailed organization of the policy reform office (attached to the Despacho Ministerial).

2. Reformulate the overall E/NRM and a forestry sector policy vision, strategy, agenda and framework, based on existing materials generated by the Project and otherwise; consult and internalize as described in the main report and Annex G.
3. Based on the internalized policy framework, reformulate current draft laws, e.g., a general environmental framework law (ley de bases) and the forestry law. This is important because of high expectations that have been raised by Project-sponsored popular consultations and the need for the new Minister to produce tangible results to establish his credibility.
4. Initiate appropriate legal baseline analyses (restatements) in accord with priorities of the policy agenda (explore possible use of law students with faculty supervision/participation).

MEDIUM-TERM (6-24 MONTHS)

1. Initiate the policy reform process for the water sector, including legal baseline analysis, etc., as described in evaluation report and annex.
2. Initiate a coordinated policy reform process for a unified watershed or sub-watershed approach to addressing environmental problems, e.g., local formation of watershed/sub-watershed authorities.
3. Continue appropriate legal baseline analyses, especially related to facilitating and promoting municipal and local community initiatives and actions in water, and incorporate the results into the policy reform process on an ongoing basis.

Demonstration of Benefits

1. Shift community health-related programs to the health strategic objective, SO#3. Coordinate future work with the SO#3 team.
2. Review the geographical focus of DA activities. We suggest concentration on the San Francisco Menéndez/Cara Sucia sub-watershed (from El Imposible to the Barra de Santiago), and that the Project continue to assist in developing a watershed management plan for this area to serve as a model for replication in other watersheds. This will help the Project and CENTA in targeting work on NRM practices, identifying downstream priorities, and providing the structure for other objectives and for GOES water-focussed activities in the watershed.
3. Integrate NRM technology development and transfer activities with CENTA and assist in developing materials and programs for diffusion in the DA and other areas of the country.
4. Develop simple whole-farm records applied to model promoter farms to measure changes in factor productivity, production and disposable incomes as a result of adoption of

improved NRM practices. Achieve agreement on how the farmer-promoter program will be continued, assuring that CENTA is fully engaged to facilitate continuation of this activity after the Project ends.

5. Continue to provide technical assistance to SALVANATURA, especially in designing and implementing actions in buffer zones.

Environmental Education

1. Assist MIMA to develop a symbolic image (a fictitious character) to be the environmental spokesperson for annual environmental campaigns.
2. Prepare a plan for transforming the existing GreenCom staff and institutional infrastructure into a national, fee-based service NGO to continue important environmental education and communications services after the Project ends. GreenCom should remain in its present offices (outside of the MIMA location) to facilitate transformation to a service NGO.

MAJOR ISSUES RELATED TO FUTURE PROJECT ACTIVITIES

The main report also discusses and provides recommendations for three issues considered to be of major importance to future Project activities:

1. Water as a cross-cutting focus. We recommend a locally formed and managed watershed/sub-watershed focus to serve as a unifying and integrating planning and implementing vehicle that guides multiple interventions related to water.
2. Institutional Strengthening. We recommend that this continue as a high priority objective in order to improve prospects for sustainability, and to achieve continuing progress after the Project.
3. National and Municipal Focus. We recommend continued engagement in policy reform at the national level, while also providing assistance that enhances capacities of municipalities to act locally to regulate water use, protect water quality and reduce water degradation (including assistance to formulate policies that facilitate and promote municipal and community initiatives and actions).

ACRONYMS

ADESCO	Asociación de Desarrollo Comunitario
AID	Agency for International Development
AMAR	Asociación Ambientalista AMAR
ANDA	Administración Nacional de Acueductos y Alcantarillados
ANEP	Asociación Nacional de la Empresa Privada
ARENA	Alianza Republicana Nacionalista
ASACMA	Asociación Salvadoreña para la Conservación del Medio Ambiente
ASALDI	Asociación Salvadoreña para el Desarrollo Integral
ASAPROSAR	Asociación Salvadoreña Pro-Salud Rural
ASI	Asociación Salvadoreña de Industriales
ASPAGUA	Asociación Salvadoreña de Profesionales de Agua
AUDUBON	Asociación AUDUBON de El Salvador
BID	Banco Interamericano de Desarrollo (see IDB)
CATIE	Centro Agronómico Tropical de Investigación y Enseñanza
CCAD	Comisión Centroamericana para el Ambiente y Desarrollo
CCC	Cambridge Consulting Corporation
CCP	Community Conservation Program
CEDRO	Centro Educacional para el Desarrollo Rural
CEL	Comisión Ejecutiva Hidroeléctrica del Río Lempa
CENDEPESCA	Centro de Desarrollo Pesquero (MAG)

CENTA	Centro de Tecnología Agropecuaria y Forestal (MAG)
CEPRODE	Centro de Protección para Desastres
CESTA	Centro Salvadoreño de Tecnología Apropriada
CLUSA	Liga Cooperativa E.E.U.U.
COATEPEQUE	Fundación Coatepeque
CODES	Comisión de Desarrollo Sostenible (FUSADES)
COMCORDE	Comité Coordinador para el Desarrollo Económico de Oriente
COMURES	Cooperación de Municipalidades de la República de El Salvador
CONAMA	Comisión Nacional Pro-Medio Ambiente
DA	Demonstration of Benefits Component of EPP
DGRNR	Dirección General de Recursos Naturales Renovables (MAG)
EE/C	Environmental Education/Communications
EPP	Environmental Protection Project
EPR	Environmental Policy Reform Component of EPP
FIAES	Fondo Iniciativa para las Américas de El Salvador
FIS	Fondo de Inversión Social
FMLN	Frente Farabundo Martí para la Liberación Nacional
FONAES	Fondo Ambiental para El Salvador
FUCRIDES	Fundación Cristiana para el Desarrollo
FUMA	Fundación Maquilishuat
FUNZEL	Fundación Zoológica de El Salvador
FUPAD	Fundación Panamericana para el Desarrollo

FUSADES	Fundación Salvadoreña para el Desarrollo Económico y Social
FUTECMA	Fundación Técnica Pro-Medio Ambiente
GOES	Government of El Salvador
GREENCOM	Environmental Education Component of EPP
GTZ	Sociedad Alemana de Cooperación Técnica (Deutsche Gesellschaft Fur Technische Zusammenarbeit)
IDB	Interamerican Development Bank (see BID)
IDEA	Iniciativa para el Desarrollo Alternativo
ILOPANGO	Fundación Amigos del Lago de Ilopango
IPM	Integrated Pest Management
ISDEM	Instituto Salvadoreño de Desarrollo Municipal
MAG	Ministerio de Agricultura y Ganadería
MES	Movimiento Ecológico Salvadoreño
MIMA	Ministerio del Medio Ambiente y Recursos Naturales
MINED	Ministerio de Educación
MONTECRISTO	Asociación Montecristo para la Naturaleza y el Desarrollo Sostenible
MSPAS	Ministerio de Salud Pública y Asistencia Social
NGO	Non Governmental Organization (see ONG)
OAPA	Oficina de Análisis de Políticas Agropecuarias (Ministry of Agriculture)
OCP	Oficina Coordinadora de Proyectos (Ministry of Agriculture)
ONG	Organización No-Gubernamental (see NGO)
OSPA	Oficina Sectorial de Planificación Agropecuaria (Ministry of Agriculture)

PAES	Programa Ambiental de El Salvador
PANAVIS	Servicio de Parques Nacionales y Vida Silvestre
PCN	Partido de Conciliación Nacional
PNUD	Programa de las Naciones Unidas para el Desarrollo
PRISMA	Programa Salvadoreño de Investigación sobre Desarrollo y Medio Ambiente
PROCADES	Asociación Salvadoreña de Promoción, Capacitación y Desarrollo
PROMESA	Programa de Protección Ambiental de El Salvador (also Green Project)
RTI	Research Triangle Institute
SABE	Strengthening Achievement in Basic Education
SALVANATURA	Fundación Ecológica de El Salvador
SEMA	Secretaría Ejecutiva del Medio Ambiente
SETEFE	Secretaría Técnica de Financiamiento Externo (Ministry of Foreign Relations)
TA	Technical Assistance
UNES	Unidad Ecológica Salvadoreña
USAID/ES	United States Agency for International Development/El Salvador

I. INTRODUCTION

A. BACKGROUND

The Environmental Protection Project (EPP) was authorized on April 1, 1993 for \$20 million in Grant Funds and \$7 million in GOES counterpart funds. The Project is divided into four major components: Environmental Policy Formulation and Reform, Demonstration of Benefits, Environmental Education, and NGO Strengthening. The Project Completion Date is March 31, 1999.

This mid-term evaluation of the EPP was conducted for USAID/El Salvador during the period April 21 through May 30, 1997, by a Cambridge Consulting Corporation team composed of John O'Donnell, Team Leader and Institutional Development/Management Specialist, Dr. Fred Mann, Natural Resources Policy Specialist, Robert Peck, Natural Resources Management Specialist, and Raymond Dodd, Environmental Communications Specialist.

The purpose of the evaluation is to assess mid-term progress for three of the Project components (Environmental Policy Reform, Demonstration of Benefits and Environmental Education) and recommend mid-course corrections to facilitate attainment of Environmental Strategic Objective #4, including the new emphasis on water as a cross-cutting issue.

Other objectives of the evaluation include suggestions for changes in the original Project Agreement and technical assistance contracts to reflect current Mission priorities, assessment of host country capability and commitment to achieve the purpose and objectives of the Project, discussion of the impact of the Project on the target population, and preparation of a summary of "lessons learned".

Upon arrival in country, the Cambridge team reviewed relevant Project documentation (See Annex E for list of documents consulted). A full interview schedule was completed during weeks two through four, including meetings with key Project personnel, national counterparts, USAID/El Salvador staff, personnel from relevant GOES agencies, and staff of a number of NGOs working in environmental protection, natural resources management and environmental education (See Annex C for a list of individuals and agencies contacted). Team members made field visits to the Project Demonstration Area, to selected alcaldias municipales, and to other sites outside of San Salvador where Project-related activities were taking place (See Annex D for a schedule of interviews and field visits). Presentations of team findings, conclusions and recommendations were made to the SO#4 team, the USAID Mission Director and other interested USAID personnel.

The evaluation is divided into six parts: a background section which provides the environmental, political/economic and institutional settings, a brief description of the Project, the team's findings, conclusions and recommendations, a discussion of major issues, gender issues and a summary of lessons learned.

B. PROJECT SETTING

1. ENVIRONMENTAL SETTING

Current environmental conditions in El Salvador and the dynamics of continuing degradation threaten future social, economic and political stability, and are a serious barrier to future development.

In pre-colonial times, El Salvador was covered with forests. Currently, only about 21% of the country remains under forest, including mangroves on the coast and coffee growing areas with inter-planted tree cover. Deforestation occurs principally for conversion of wooded land to agriculture. This degrades water sources and reduces infiltration, resulting in reduced year-round stream flows, decreased aquifer recharge, and increased siltation of waterways and estuaries. Approximately half the population of El Salvador is rural; many of the rural poor struggle to subsist by farming steep slopes using unsustainable farming practices.

A predominant concern is unsustainable management of land and water. El Salvador's natural resource base is deteriorating daily. Soil erosion already has seriously degraded more than 50% of all land currently under cultivation. In rural areas, fuel wood accounts for 92% of the energy consumed. Most fuel wood used in rural areas is not purchased but gathered from scrub lands, from clearing of fields, and by pruning fence rows and individual trees.

The situation is discouraging for quality and sustainability of water resources. Ninety percent of the country's rivers are severely polluted with sewage, agricultural runoff, industrial waste and sediment. Siltation of coastal estuaries and deforestation of mangrove forests seriously damage the food chain for shrimp and fish. This affects artisanal and commercial fishing interests. To illustrate, the catch of white shrimp has declined 60% during the last 20 years. Three times the trawling effort now is required to harvest the same catch.

A 1991 rural water quality study reports that fecal contamination in eleven wells and nineteen river samples in the "Barra de Santiago" area exceeded by more than 200 times World Health Organization standards. Intestinal diseases from such contamination are the leading cause of death among children in rural areas. The promotion and adoption of high cash input "green revolution technology" has increased the use of pesticides and herbicides, aggravating contamination of surface waters from agricultural runoff.

Highly skewed agricultural land distribution continues to affect income distribution in rural areas. According to a 1994 World Bank study, 87% of all farmers cultivate 25% of the land area dedicated to agriculture. Most basic grains (corn, sorghum and beans) are produced on these small farms, most less than 3 hectares (Ha.) in size. Women provide approximately 40% of the labor used on these farms. Many of these small farms are

located on moderate to steep slopes where use of traditional farming methods contributes to continued land degradation.

Land clearing by rural families, seeking access to land for cultivation, causes soils to lose their capacity to absorb water and retain moisture. Current agricultural practices, cattle grazing on stubble, and direct rainfall unbroken by forest cover, compact soils and continue to exacerbate poor absorption and rapid runoff problems. These conditions lead to flooding during the rainy season and drought during other months.

Given the scarcity of water and the increasing impoverishment of rural families farming steep hillsides, it is urgent that assistance be provided to strengthen national and local institutional capability to introduce sustainable income-increasing technologies that limit and repair environmental deterioration. An appropriate policy environment can create conditions and facilitate acceptance by farmers of environmentally friendly farming technologies and practices. To achieve this result, these policies must assure that short and long term costs and benefits are shared equitably among adopting farm families, the local community, and society in general.

2. POLITICAL/ECONOMIC SETTING

With the signing of the peace accords, El Salvador embarked upon a massive demobilization and economic reconstruction effort. Dealing directly with environmental policy concerns has not been of the highest priority. Participation by El Salvador in regional environmental institutions and initiatives, combined with encouragement by USAID/El Salvador and assistance from the USAID regional RENARM Project, resulted in creation of CONAMA and SEMA in 1991. At the same time, USAID began a long process of designing the EPP Project. Taken together, these activities contributed to growing attention to environmental problems during the reconstruction period.

Even though CONAMA and SEMA were created, political will and commitment to activities of and support for these institutions were not forthcoming. CONAMA never became functional. The limited budget of SEMA and its status as a dependency of first one ministry and then another did not permit an environmental voice in cabinet-level deliberations. Additional indicators of the relatively low priority accorded by the GOES to environmental matters between 1991 and the end of 1996 include the abnormally long process (1991-93) required to design and reach agreement on EPP, and the delay of one year in meeting conditions precedent.

The fact that the EPP PROAG was signed just days before a newly elected government took office (though the same party remained in power) led to further political debilitation of the good intentions of the Project. Combined with a political appointment to the head of SEMA who replaced a professional with environmental background, the political status of SEMA was further weakened. Subsequent poor management caused SEMA to become

an ineffective and discredited organization in the opinion of many knowledgeable observers.

Nevertheless, while political level support for increasing environmental policy attention stagnated, public awareness and concern, and available information about environmental matters, increased dramatically. EPP contributed significantly to this process, which included considerably heightened awareness and concern by policy-makers and stakeholders.

Thus, what failed to be achieved in the 1991-95 period by strengthening CONAMA and SEMA, was advanced through an effective alternative political route, i.e., influencing public opinion to demand more forceful action. This, combined with mid-term National Assembly elections that strengthened representation of environmental interests, motivated the GOES recently to authorize establishment of a ministry-level environmental policy reform and advocacy organization, the Ministry of Environment (MIMA). An experienced environmental advocate has been named as its first minister. This suggests that during the final two years of the current administration, environmental considerations will receive increased attention.

Increased recognition of the economic dimensions of environmental problems also has occurred since the Project began. The loss of storage capacity behind hydroelectric dams, environmental damage to coastal habitats that has damaged the shrimp industry and other coastal economic activities, and increasing costs of supplying ever-lower quality water for human consumption, all highlight these economic concerns. This has led to at least one effort (by CODES/FUSADES) to analyze economic implications of environmentally friendly policy changes. This also has engendered a more favorable attitude by ASI (Asociación Salvadoreña de Industriales) and its member industries toward serious consideration of policy options to ameliorate these problems. There appears to be a recognition that in the absence of substantial investment in clean technology now, it may soon become necessary to prohibit or greatly limit industries that are heavy polluters. Likewise, there is a growing understanding that corrections now are much more cost-effective than corrections made after further deterioration. At the same time, more information is becoming available locally to show that investment in clean technology often can increase profitability. As an example, ASI and ANEP (Asociación Nacional de la Empresa Privada) recently entered into an arrangement with UNIDO (United Nations Industrial Development Organization) to establish a clean technology center. This could make a major difference in the availability of information and technologies to local industry for reconversion to clean technology. Another example is the Association of Small and Medium Bakers and Shell Oil Company working together to promote and assist bakers throughout the country to convert wood-burning ovens to propane.

Growing restrictions on international trade by polluting industries also are important inducements to invest in clean technology. More effort needs to be expended to introduce the GOES and local industries to such non-threatening approaches as ISO 14000. This

could motivate industrial firms to move more rapidly to address pollution problems as an integral part of their production and marketing strategies.

More information on current and future public sector and societal costs of environmental damage and degradation is available now than three years ago. For example, CODES/FUSADES recently estimated that environmental degradation costs Salvadoran society in excess of \$500 million annually. More and better information is urgently needed. Information such as costs of maintaining public health and the losses in productivity, as well as costs of lost economic opportunities because of renewable natural resource debilitation or destruction, are powerful allies in the effort to convert public concern about environmental problems into improved environmental policies and practices.

3. INSTITUTIONAL SETTING

The institutional setting within which the Project operates is complex and confusing, with many players in the public sector, the NGO community and the private sector.

Within the public sector, key organizations involved in E/NRM have been the Executive Secretariat for the Environment (SEMA) and dependencies of the Ministry of Agriculture (MAG), including the Directorate General of Renewable Natural Resources (DGRNR), the National Parks and Wildlife Service (PANAIS), the Center for Agricultural and Forestry Technology (CENTA), the Center for Fisheries Development (CENDEPESCA), the Agricultural Sector Planning Office (OSPA), and the Office of Agricultural Policy Analysis (OAPA). Other public sector organizations involved in environmental matters include the Ministry of Public Health and Social Assistance (MSPAS), the National Water Administration (ANDA), the Rio Lempa Hydroelectric Commission (CEL), and the Ministries of Economy, Finance and Education. Hopefully, the recently created Ministry of the Environment (which will absorb SEMA) and the proposed water regulatory authority will help to sort out roles, responsibilities and relationships among the public sector entities involved in environmental matters.

The institutional scene is even more crowded in the NGO sector. Table 1 provides a list of the principal NGOs in the environmental education, environmental protection and natural resources management and conservation fields, along with their primary areas of focus. Section III.G provides a more detailed discussion of general strengths, weaknesses and needs for assistance of key environmental NGOs, as well as some thoughts on their potential role in the future.

Of particular importance to the NGO community is FIAES (Fondo Iniciativa para las Americas de El Salvador) which was established under a US/GOES agreement signed on June 30, 1993 as a debt for development swap which forgave part of the GOES debt to the U.S. The agreement channels interest payments on the remaining loan balance (estimated at \$41 million over 20 years) into a fund to finance NGO environmental projects. Through

the end of 1996, FIAES had granted some \$10 million to fund 229 Projects with 153 local environmental NGOs. The Canadian Government has provided \$7 million for a similar fund, Fondo Ambiental de El Salvador (FONAES).

The major private sector players that have demonstrated active concern about environmental issues are ASI and major daily newspapers and television channels. ASI and other key private sector organizations participated in national consultations on the Environmental Law. With support from GreenCom, major newspapers and television channels have increased the quantity and quality of coverage about environmental matters.

The National Assembly, especially through the Commission for the Environment and Public Health, and with major support from EPP, has played an increasingly active role in environmental matters. The Commission was the primary counterpart to the Green Project for development and popular consultation of the now-stalled Environmental Law.

To date, municipal mayors have not played a significant role in environmental matters, although there is growing interest and concern about environmental problems at the municipal level. The Código Municipal gives municipalities authority to protect and regulate the environment and public health, thereby establishing the authority for a more active municipal role in regulating practices which may harm or degrade the environment.

Added to this national mix are bilateral and multi-lateral donor organizations and related technical assistance providers. Under EPP, there is the Abt-led consortium which includes Winrock and Ronco, and the GreenCom activity of the Academy for Educational Development (AED). GreenCom initiated activities in-country in March 1994, and the Abt consortium in June 1994.

In addition to EPP, USAID/El Salvador is funding other activities with environmental implications. Under SO#1 (Economic Growth), the mission supports activities in organic crop production and irrigation. SO#2 (Democracy) supports development of municipal water systems, and SO#3 (Health) assists construction of community water systems and latrines.

The Inter-American Development Bank (IDB) has approved a \$30 million Project for the Upper Lempa River Watershed. IDB also is developing a \$50 million water and sewage loan and a \$50 million solid waste disposal loan for areas outside of San Salvador. In addition, it is financing a technical assistance effort with SEMA to establish an environmental information system (EIS) and an environmental impact assessment (EIA)

TABLE 1: NON-GOVERNMENTAL ORGANIZATIONS IN EL SALVADOR

NGOs	ACTIVITIES
AMAR (Asociación Ambiental AMAR)	Turtle Protection Project.
ASAPROSAR (Asociación Salvadoreña Pro Salud Rural)	Health, soil conservation, reforestation, grain storage, brown projects.
ASOCIACIÓN MONTECRISTO	Reforestation, white tail deer project, environmental education.
ASPAGUA (Asociación Salvadoreña de Profesionales de Agua)	Environmental education, watershed conservation, "gaviones", Las Marias watershed, Chinameca, San Miguel.
CAS (Comunicadores Ambientalistas Salvadoreños)	Environmental communication, primarily journalism.
CEDRO (Centro Educativo para el Desarrollo Rural)	Reforestation in Cerro Guazapa and Bosque Nacional de la Reconciliación.
CEPRODE (Centro de Protección para Desastres)	Resource protection, reforestation and soil conservation, agro-forestry and disaster relief.
CESTA (Centro Salvadoreño de Tecnología Apropiaada)	Appropriate technology, sustainable development, water quality, waste management. Operates a bicycle shop in San Salvador for bike assembly and repair, design of special purpose bicycles and human power machines.
CoAMBIENTE	Umbrella group for environmental NGOs (legal status pending).
FUNDALEMPA (Fundación Río Lempa)	Developing an environmental agenda and a work plan to start environmental training in July 1997.
FUPAD (Panamerican Development Foundation)	NGO strengthening.
FUTECMA (Fundación Técnica Pro Medio Ambiente)	Environmental education and protection, reforestation Walter Thilo Deininger Park, soil conservation.
PRISMA (Programa Salvadoreño de Investigación sobre Desarrollo y Medio Ambiente)	Independent applied research institute.
SALVANATURA (Salvanatura, Fundación Ecológica de El Salvador)	Park management—El Imposible National Park.
UNES (Unidad Ecológica Salvadoreña)	Umbrella group for environmental NGOs.

system that will consolidate activities of SEMA, MAG, the Municipal Development Institute (ISDEM), the National Police, the Ministry of Finance, the Ministry of Public Works, ANDA and CEL.

The World Bank is funding a major activity with MAG which includes administrative and policy reform and strengthening of CENTA.

Also, there are a number of other donors, including GTZ (the German technical assistance agency), the Swiss, Japanese and others, who are supporting activities in E NRM.

4. ENVIRONMENTAL AND NATURAL RESOURCES MANAGEMENT DYNAMICS

From the beginning of EPP, there has been considerable turmoil within the institutional setting described above, making implementation of Project tasks and activities difficult. It took over one year for the Government of El Salvador to provide evidence satisfactory to USAID that the Agreement signed on April 1, 1993 had been duly authorized, and constituted a legal and binding obligation of the GOES. With the meeting of this and other conditions precedent, technical assistance providers were able to initiate activities.

The important and delicate initial period of Project programming and definition of institutional management and implementation roles and responsibilities, was afflicted by an unusual coincidence of political, management and technical personnel changes in the GOES, in USAID, and in the makeup of the technical assistance team. Likewise, frequent structural changes in counterpart institutional roles and relationships further confused Project implementation priorities, approaches and roles. To illustrate, within the first month after meeting initial conditions precedent, a new President took office, bringing in a set of new ministers. SEMA was transferred from the MAG to the MIPLAN and the USAID Director left and an Interim Director took his place. Within the first six months, the SEMA Director was changed, the initial Chief of Party (COP) of the Abt consortium left and an interim COP arrived, the USAID Project Manager changed and the first Demonstration Area (DA) advisor resigned.

Key personnel changes continued into the second six months of the Project implementation, and beyond. A new USAID Director arrived, the interim Chief-of-Party was replaced by the current COP, the information advisor left, and the current DA advisor arrived. During the second year, the Minister of Agriculture changed again and SEMA was transferred to the Ministry of Coordination and Economic and Social Development (MICDES) when the MIPLAN was abolished and then to the Ministry of Foreign Affairs when MICDES was abolished. Likewise, USAID began its re-engineering effort. Also, the second Director of SEMA resigned, leaving the organization leaderless for several months. The Project's National Coordinator was changed, the consortium technical assistance team moved out of SEMA and into its own quarters, and the GREENCOM staff

was moved from Abt consortium facilities to an independent location. (See Annex F for a chronology of EPP).

This unusual institutional and personnel instability was exacerbated by the difficulties that the Abt consortium (and many others including IDB, USAID and MAG) had in working with the Director of SEMA from July 1994 to February 1996. Initially, USAID and Abt worked with this Director to help address problems with the National Budget Office and the Technical Secretariat for External Financing (SETEFE) so that the organization could again receive counterpart funds. Relations deteriorated when the policy section in SEMA was eliminated and a number of qualified personnel departed. Thereafter, Abt and USAID were unable to maintain a meaningful working relationship with SEMA's leadership.

In evaluating this Project, the team has taken into account this unusually high level of instability, in both the GOES and USAID institutional arrangements, Project direction and personnel. There is no doubt that it has had a strong influence on what the Project has or has not been able to accomplish. See Section IV.C on Institutional Strengthening for further discussion of this matter.

In October 1995, USAID arranged for an independent evaluation of the Project, with particular emphasis on institutional arrangements. That evaluation recommended that the Project disengage from SEMA and that a Project implementation unit be established within MAG, the official implementation entity specified in the PROAG. The implementation unit was to be placed directly under the Vice-Minister of Agriculture and headed by a national director assigned to the MAG. This national director was to become the primary counterpart to the COP of the Abt consortium. The implementation unit was to work closely with MAG implementing agencies (e.g. CENTA, DGRNR, and CENDEPESCA), as well as with other public and private environmental groups. Cooperation and coordination with SEMA was to continue to the extent possible, and, if conditions improved, close counterpart relationships with SEMA were to be renewed.

USAID accepted the evaluation recommendations and proposed appropriate changes to the Vice-Minister of Foreign Relations, the official GOES Project representative at the time. According to some sources, the Vice-Minister asked for a delay to see what would happen with the SEMA Director, who was rumored to be ready to resign. According to the same sources, the Vice-Minister of Agriculture, who was to assume responsibility for the special implementation unit, also delayed taking action. The Abt consortium staff moved out of SEMA and into its own offices in January 1996. The SEMA Director resigned his position in February 1996. A successor was named Director of SEMA in July 1996.

Even though the SEMA Director changed in mid-1996, the Abt consortium remained in an independent location. Close active counterpart relationships with SEMA were not renewed. Instead, the consortium operated independently, working with GOES organizations as it considered appropriate. During this period, day-to-day working

relationships with SEMA, CENTA and other GOES organizations were not the norm. Knowledge transfer and institutional strengthening occur through on-the-job training and joint implementation of activities. Even though space limitations may have been a factor for not relocating with SEMA, at the least, the Policy Advisor could have shared office space with the new policy unit leader, who urgently needs advisory guidance.

II. BRIEF DESCRIPTION OF THE PROJECT

The Environmental Protection Project was authorized, and the Project Agreement between USAID/El Salvador and the GOES was signed on April 1, 1993. The implementing entity for the GOES was specified to be the MAG, with Project coordination to be provided by SEMA. The Project goal is to improve environmental and natural resource management. The Project purpose is to halt and then reverse the degradation of El Salvador's natural resource base to safeguard year-round water supplies and rural incomes.

The Project is divided into three components: 1) Policy Formulation and Reform; 2) Demonstration of Benefits; and, 3) Environmental Education. A fourth component, NGO strengthening, was implemented independently through a cooperative agreement with the Pan American Development Foundation.

The Policy component was to increase the capacity of SEMA and selected NGOs to lead a participatory policy reform process. It was envisioned that the Policy component would engage in the following tasks:

- ❖ Develop a National Environment/Natural Resources Management Strategy and gain consensus on a policy agenda;
- ❖ Improve the rules needed to execute the strategy and develop a consensus for the enactment of legislation;
- ❖ Enhance the capacity to enforce rules and implement policies; and,
- ❖ Monitor progress in carrying out the Strategy to improve performance.

The Summary Project Description in the Project Agreement calls for the Policy Component to concentrate on four laws and their implementing regulations: Forestry Law, Fisheries Law, General Water Law, and the Protected Areas Law.

The second component, Demonstration of Benefits, called for establishment of a field demonstration area where the effects of policy reform, environmental education, and improved conservation practices could be measured.

The third component, Environmental Education, provides for assistance to the Ministry of Education, CENTA, DGRNR, CENDEPESCA and NGOs to establish four kinds of environmental and natural resource education programs:

- ❖ Formal education through the primary school curriculum;
- ❖ Education of public audiences through mass media campaigns;
- ❖ Education through the use of interpretation sites; and,
- ❖ Training of extensionists in natural resources management subjects.

It was expected that at the end of the Project, the following conditions would exist:

- ❖ The GOES will have enacted and implemented key policy reforms in natural resources management, including establishing a source of financial support for NGOs. This would include the regulatory and juridical framework, the laws themselves, and an enhanced capacity to monitor and enforce the new legislation;
- ❖ There will be an increased level of public support for sustainable management of natural resources; and,
- ❖ Proven natural resource management practices and methodologies for their transfer will be available for adoption throughout El Salvador.

To implement the Project, USAID/El Salvador entered into an institutional contract with a technical assistance consortium led by Abt Associates, with Winrock and RONCO as sub-contractors. In addition, the Project funded a buy-in with the Academy for Educational Development GreenCom Project.

Over the years since 1993, the expected results from the Project have evolved as the Mission went through a major re-engineering effort. This effort involved development of strategic objectives as a management tool. The Mission's Strategic Objective #4, approved in June 1996, calls for "Increased use of environmentally sound technologies and practices in selected fragile areas." This strategic objective and its supporting results packages and indicators are shown in Figure 1.

During the course of this evaluation, the Mission has been developing a new environmental strategic objective with water as a cross-cutting focus. The May 28, 1997 version of this new strategic objective is shown in Figure 2.

III. FINDINGS/CONCLUSIONS/RECOMMENDATIONS

A. CHANGES IN THE PROJECT AGREEMENT AND TECHNICAL ASSISTANCE CONTRACTS

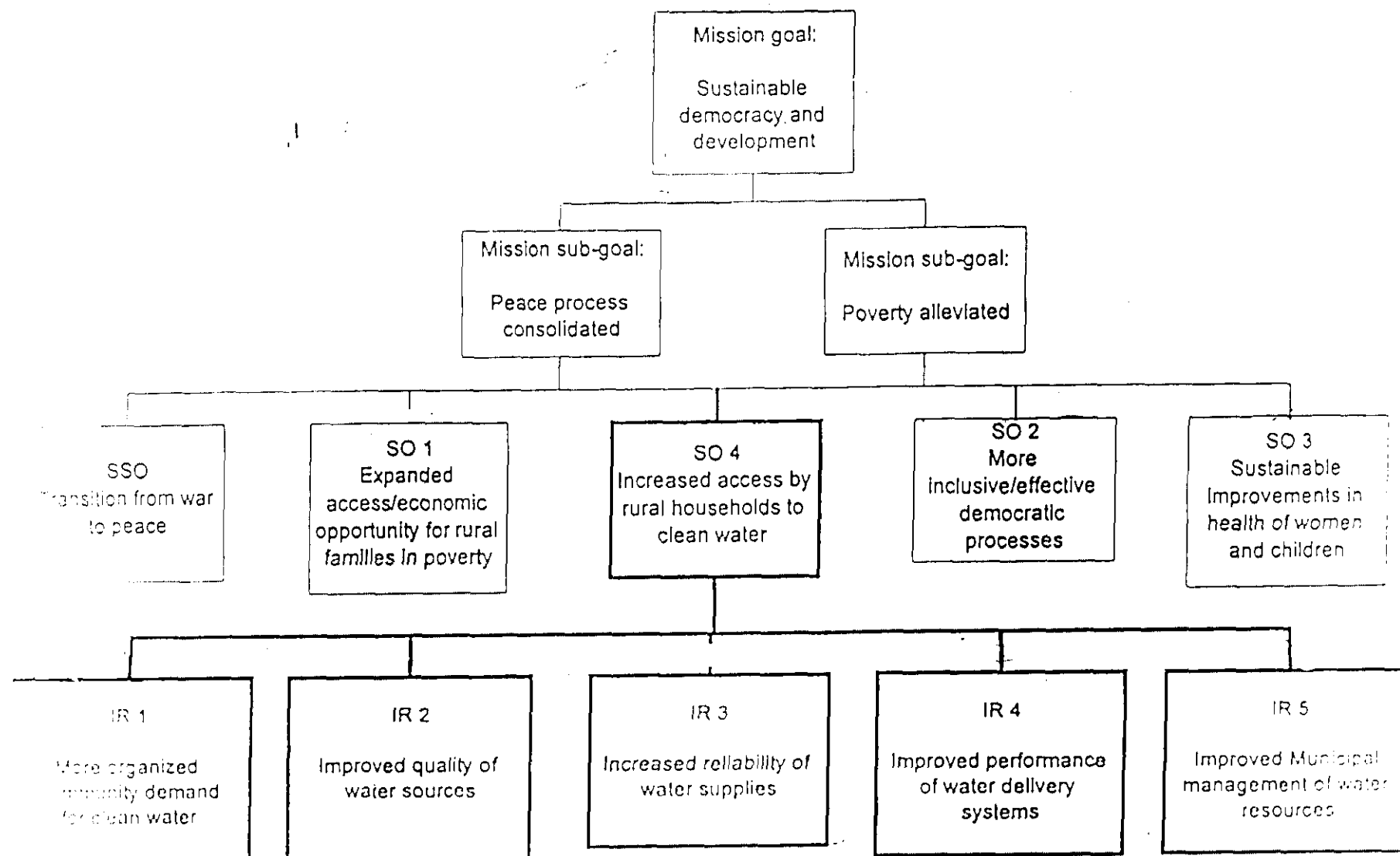
In accordance with Task #1 in the Evaluation Statement of Work (Annex A), the evaluation team reviewed End of Project Outputs proposed in the Project Paper: Program Outcomes of Strategic Objective #5; the new Strategic Objective #4 Framework, Results and Indicators; the initial design of the new Environmental Strategic Objective with water as a cross-cutting focus (see Figure 1); Annex I of the Project Agreement; and, the Statement of Work for the technical assistance contracts. Suggested changes are proposed for Annex I of the Project Agreement, and for the technical assistance contracts, to better reflect the Mission's current objectives. Because of the length of the documents, we are submitting a separate document with our suggested changes.

One important suggested change is to designate MIMA as the principal Project counterpart. The scope of the Project would be amended to concentrate on strengthening the policy analysis, formulation and internalization capacity of MIMA, the natural resource management section of the MAG, OAPA, CODES/FUSADES and of PRISMA on issues related to protection of water sources, *regulation of water consumption and use, and prevention of water degradation.*

Special emphasis would be on policies to facilitate municipal and local incentives in protecting and regulating water supplies and use. Another change would be to refocus the work in the demonstration area to emphasize preparation and implementation of a watershed management strategy and plan for the San Francisco Menéndez/Cara Sucia sub-watersheds to provide a structure for the activities of the major actors (including the Project) in the watershed, and for engagement of the other three USAID/El Salvador strategic objective teams (See Section IV.A for a more detailed discussion). As part of this approach, the Project would work closely with CENTA to consolidate its technological package for sustainable hillside agriculture with reduced purchased inputs. Although CENTA has many weaknesses, it is the only institution in the country with the infrastructure to test and validate NRM technologies, and to transfer these to other areas of the country. With appropriate assistance in preparation and production of training materials, NRM technology dissemination by CENTA and emerging NGOs can improve considerably.

The Environmental Education component would be adjusted to focus on water related issues and to assist in preparation and diffusion of soil and water management, conservation and agro-forestry practices in the demonstration area and throughout the country. An added task would be to assist in the transition of the existing GreenCom staff from an externally financed technical assistance unit to a national NGO with responsibility for providing advice, training and coordination services in EE/C to other NGOs and GOES entities.

FIGURE 1: USAID/EL SALVADOR NEW STRATEGIC OBJECTIVE #4 (MAY 1997)



B. OVERALL MANAGEMENT OF THE PROJECT

1. INTRODUCTION

a. BY THE TECHNICAL ASSISTANCE CONTRACTORS

A consortium headed by Abt Associates, with Winrock and RONCO as subcontractors, was awarded a contract by USAID El Salvador in March 1994 to provide technical assistance for the Policy Reform and Demonstration of Benefits components under EEP. Abt took responsibility for the Policy Reform Component, Winrock for the Demonstration of Benefits component, and RONCO for training and logistics.

A separate buy-in to the centrally funded GreenCom Project provided technical assistance from the Academy for Educational Development for the Environmental Education component.

A short-term advisor for the Abt consortium arrived in late April 1994. The COP and resident advisors for the policy reform and demonstration of benefits components arrived in June 1994. The GreenCom COP arrived in country in March 1994.

2. FINDINGS AND CONCLUSIONS:

a. BY CONTRACT TEAMS

Overall management of the Project has been hampered by general instability of Project direction and personnel during most of the Project to date. Because of this instability and difficulties in working with the Director of SEMA from July 1994 to February 1996, the Abt team moved from SEMA to its own offices in January 1996. At this time, the Abt team changed from being a traditional technical assistance activity with close working relationships with counterpart organizations to independent style of operation. (see Section IV.C for a more detailed discussion of this matter).

Difficulties in assisting to improve and accelerate the policy reform process documented and discussed in Section III.C., are in part attributable to the early departure of the first COP (a highly experienced policy analyst). A technically sound and cost-effective national policy reform process was not developed, nor did such a process become operational. Lack of resident experience in policy reform processes was not sufficiently complemented by short-term expertise to develop and assist in carrying out an acceptable process.

Inability to find common ground to work with the controversial Director of SEMA or to forge alternative institutional arrangements for strengthening policy analysis and

formulation capacity in El Salvador led to a de facto decision by Abt and USAID to abandon institutional strengthening as an intended Project output. Instead, a less complex course was chosen to operate independently to meet quantitative targets in the contract scope of work. From this decision, the "Green Project" was born.

After the controversial SEMA Director left and a more amenable Director took over, Abt remained independent, thereby diminishing possibilities for developing renewed close working relationships with SEMA.

In the demonstration area, beginning in October 1995, the DA team devoted considerable energy and funding to construction of a large number of latrines, wood stoves, wells and pumps. Whatever the reasons may have been for this at the time, the action had the effect of diverting effort from achieving the Project objective of demonstrating, "...tangible benefits of natural resources management techniques..." to the target population. Public health concerns related to water use and wood burning are best left to activities under the health strategic objective.

The large number (33) of local-hire employees of the Green Project appears to be excessive. With the separation of GreenCom in 1996, the level of management oversight should have decreased substantially. With the proposed integration of Abt activities into MIMA, Project administration and management requirements will diminish even more. An objective management study should be made to bring Project staffing into line with the requirements for supporting the Mission's new SO on water. Potential targets for reduction of local-hire staff include the communications staff, the demonstration area promoters and the large number of drivers/messengers.

In other management areas, although the Abt field team received continuing home office support, recruitment of qualified, Spanish speaking short-term consultants fell short at times, and more follow-up would have helped to integrate products of short term consultants into on-going activities, especially into counterpart institutional programs. Additionally, short-term consultants often were not briefed and debriefed by relevant personnel in USAID. One example of lack of follow-up is the baseline study prepared by short-term consultants, which is unusable in its present form.

Project procurement appears to have proceeded smoothly and in a timely fashion. The team noted that the selection of extended cab pickups over four-door pickups and the procurement of vehicles with electronic 4x4 systems for use in the demonstration area resulted in maintenance difficulties under Project conditions. And, these do not provide space for enough passengers in farmer-promoter settings. Since the Project apparently had access to a blanket waiver for worldwide procurement (because GEF funds were included), no limitations existed on purchasing more appropriate vehicles.

The evaluation team found that the GreenCom component to be well managed with a small staff of professionals and support personnel.

b. BY USAID

As described above, lack of continuity in USAID management personnel and perspectives contributed to Project instabilities and weak performance. To illustrate, during the three years of Project implementation to date, the original USAID Project Manager changed in the first year and then returned in the third year, the USAID Director changed twice in the first year, and again in the third year. Also, supervisors between the Director and Project Manager levels changed several times. Additionally, during the second year, USAID undertook a major re-engineering effort based on management by objectives. Reengineering led to changes in office assignments in the Mission. This process also changed the definition of expected results and progress measurement indicators for the Project at least twice during the past two years.

Project implementation management decisions were made together by Abt and USAID personnel, or at least with USAID acquiescence. Thus, as the financing agency USAID must bear a considerable share of the responsibility for consequences of decisions on changes in institutional and counterpart relationships (e.g., establishing Abt activities as the independent "Green Project"), and about changes in program focus (e.g, shifting from NRM technology testing and transfer to family health-related activities in the DA). Likewise, USAID must share responsibility for not resolving problems associated with timeliness and adequacy of annual action plans that limited their usefulness in guiding program implementation, staffing and expenditure patterns.

Finally, substantial delays by USAID in formalizing, by appropriate implementation letters or agreement amendments, the various de facto changes in institutional arrangements, program focus and expected outputs, contributed to the instability and confusion surrounding Project implementation. Although these delays were due to a large extent to changes in USAID management and SO definitions and expected results (and to the equally fluid situation on the national institutional scene) this situation opened the door to ad hoc management decisions by both USAID and Abt personnel. Such decisions were not consistently responsive to objective program purposes and expected results.

C. POLICY REFORM COMPONENT

1. INTRODUCTION

Technical assistance and other support for the policy reform component was initiated in mid-1994. Under the PROAG and Abt contract terms, this assistance was intended to assist and strengthen SEMA to lead a national program of environmental policy reform and implementation. Since this component was initiated, information about environmental problems and policy issues has achieved a high profile in the national public consciousness and in ongoing national political debates. For a number of reasons, many of which were beyond the influence of the Project, efforts to strengthen institutional capacities to develop and internalize effective policies and to improve their implementation have not yet been successful. Neither has it been possible to achieve meaningful environmental policy reforms.

CONAMA's ineffectiveness as a deliberative body and the serious institutional weaknesses of SEMA as the lead environmental policy institution are summarized elsewhere. The rather discouraging institutional situation now is changing. Recently, the GOES took decisive action to give renewed priority and stature to environmental policy concerns. With creation of MIMA, effective June 1, 1997, GOES focus on environmental policy reform has been elevated to the ministerial level. The newly appointed Minister is a respected environmental advocate who appears to have strong support from key GOES policy-makers.

These recent institutional changes, and other recent GOES, private sector and donor initiatives, have considerably increased the status and priority accorded to environmental problems and policy issues. These new and dynamically unfolding conditions provide a promising opportunity for USAID. Appropriate and timely assistance through the policy component could have a profound influence and impact on the course of environmental policy-related institutional development, policy reform and policy implementation.

The remainder of this chapter describes major findings, conclusions and recommendations responsive to the evaluation SOW Task 3. Annex G provides a more detailed description and discussion of the policy component, activities and accomplishments to date, quality of performance, implementation problems, and proposed corrective actions.

2. FINDINGS AND CONCLUSIONS

a. ACCOMPLISHMENTS

- 1) During the first eighteen months of implementation, the focus was primarily on preparing a draft comprehensive environmental law and submitting it to a nationwide popular consultation. Preparation of the draft law was carried out through an inter-institutional working group.

Consultation was carried out through a series of one-day public workshops throughout the country, using a modified group dynamics methodology.

- 2) Beginning in mid-1996, work was initiated on preparing a series of draft laws for forestry, forestry incentives and protected areas. Draft laws on forestry incentives and protected areas are complete and popular consultation has been initiated. The other two draft laws are still being discussed in the respective working groups.
- 3) Initially, the long-term policy advisor and the rest of the technical assistance office, were located separately from SEMA. When the initial COP was replaced, the technical assistance office and the policy advisor shared office facilities with SEMA. The policy advisor worked primarily with staff of the SEMA policy unit. Until late 1995, policy component activities were integrated with SEMA activities. Subsequently, for reasons explained elsewhere, the policy component (and the entire Project) moved from SEMA facilities. Thereafter, the policy component operated as the "Green Project". With this change, the primary counterpart relationship for the draft environmental law shifted to members of the Environment and Public Health Commission of the National Assembly, and for the draft forestry laws, the working group participants from MAG/DGRNR. The working groups were organized by the policy advisor. Meetings primarily have been held in Green Project facilities and usually are chaired by the Policy Advisor, one of the local hire technical specialists, or by short-term consultants.
- 4) In support of the law-drafting and consultation exercises, over 30 short term consultants provided technical assistance, prepared studies and or participated in events. Over 40 environment-related supporting documents were prepared. Primary outputs to date have been draft environmental, forestry, and natural protected areas laws.
- 5) Major efforts were expended on incorporating the participatory process (as called for in the PROAG) in orienting and assisting the working groups and in encouraging public discussion about and input into the draft laws. Seven "green book" workshops were held to orient and assist members of the working groups and other stakeholders. Twenty-three popular "consensus-building" events were held on the draft environmental law, and six have been held to date on the draft forestry law. Over 60 other working group/stakeholder events have been held related to policy matters (including subjects such as water policy, forestry incentives, protected areas and others).

- 6) A total of approximately 3,000 persons have attended policy-related participatory events, including working group members, policy decision-makers, stakeholders and other citizens. Approximately 2,000 of these fall within the broad USAID SO4 definition of policy decision-makers. This level of popular participation undoubtedly has made a major contribution to increasing understanding and raising consciousness and awareness levels of Salvadorans about environmental problems and policy issues.
- 7) The number of supporting documents prepared and the number of policy/decision-makers participating in events/fora exceeds by large margins the quantitative targets specified in USAID SO4 Results Package 4.2.1 policy related indicators.

b. PROBLEMS AND SHORTCOMINGS

- 1) To have a reasonable chance for success, a comprehensive policy reform undertaking generally must follow a set of steps that move the process from the overall conceptual level to the specific level of formulating the rules by which the intended outcome is to be achieved. These steps and the process to accomplish them are well understood by experienced policy reform specialists. The PROAG and institutional contract anticipated the major elements of an acceptable policy reform process: strategy, agenda, policy framework, laws/regulations. The steps and process are described and explained in more detail in Annex G.
- 2) The policy component has been unable to assist in updating the national environmental strategy or to develop an E NRM policy framework and agenda as called for in Project documents. Completion of the strategy and policy agenda, appropriate consultation, and internalization within the GOES are essential prior steps before embarking on preparation of proposed legislation. The steps followed by the Project did not internalize a strategy, an agenda or a framework within the GOES. Thus, the GOES had no sense of ownership of the draft proposal generated by the Project, and it was not accepted. Additionally, from a technical and legal drafting perspective, the Project generated draft still needs considerable further work and revision, as discussed in greater detail in Annex G.
- 3) The participation process raised levels of awareness and concern about environmental problems. However, individual and institutional policy analysis and formulation capacity were not enhanced with this approach. In fact, the approach, which did not include a sufficient legal baseline analysis, may have delayed internalization within the GOES of an environmental policy strategy, agenda and framework.

- 4) The group dynamics methodology used requires careful selection of participants for a level of homogeneity commensurate with the specificity of the subject matter. This requirement mirrors the need to carefully select the materials to be discussed to match the level of homogeneity of the participants. The popular consultations need to be improved on both counts.
- 5) Policy strategies, priorities and principles are more appropriate materials than a draft law for consensus-building discussions in public fora. A law is a highly specialized legal/technical document. Improvement of a legal document should not be attempted through public consultation, whether participants are made up of stakeholders, decision-makers or citizens, or all three groups. Public consultation is more apt for building consensus and providing input into the content of a policy vision, a policy strategy, a policy agenda or a broad policy framework, if these are presented in appropriate language and format. A draft law is more appropriate for discussion by environmental legal specialists, who can evaluate whether particular language achieves what the approved policy framework and policy package specifies.
- 6) The current national environmental strategy document presents an incomplete strategy and includes considerable discussion better left to background documents. Likewise, the draft environmental law needs to be improved. Absence of a policy framework and package to guide drafting and the process of popular consultation detracts from its quality and purpose. The draft law needs reformation prior to submission for either GOES approval or enactment.
- 7) The quality and thoroughness of the analytical step of policy reform will largely determine success in achieving an effective policy structure. The Project carried out several studies related to economic, technical and social dimensions of environmental policy. It also completed a good quality stakeholder analysis. Additional essential inputs include a policy-maker analysis and a legal baseline analysis; without these, a successful policy reform process is not possible.
- 8) Policy reform is a continuing process, especially in an area such as the environment where the knowledge base, relevant technologies and policy options are evolving and multiplying at a rapid pace. Thus, a policy reform technical assistance activity should support development of qualified human resources and an institutional capacity in order to continue the policy refinement process on a permanent basis. For a number of reasons, the policy reform component has not yet been able to make significant

progress in either human resources or institutional capacity development (see Annex G for a more detailed discussion).

c. CONTINUING NEEDS AND OPPORTUNITIES

- 1) As pointed out above, increased and growing awareness of environmental problems and policy issues has caused high political levels of the GOES to focus new and potentially powerful attention on environmental policy. Major actual and planned donor inputs into environmental policy implementation strengthen this movement. CODES/FUSADES, a major analytical and opinion leader among business and political decision-makers, is now focussing considerable attention on environmental policy issues at least partly as a result of increased awareness and concern precipitated by EPP activities.
- 2) Prospects appear to be excellent for renewed attention to environmental policy issues. However, it is not realistic to assume that "a conducive environmental policy climate is in place for achievement of the strategic objective" (see USAID/El Salvador 1999 R4, Development Hypothesis, para.3.). This assumption does not take into account that El Salvador has neither the qualified human resources nor institutional capacity to initiate and carry out an effective environmental policy reform and implementation process. Without qualified and sustained advisory assistance and external resources, environmental policy reform and implementation will not achieve the quality or pace urgently needed. However, public (and international) pressure undoubtedly will continue to mount to "do something". The growing political imperative often results in adoption of "command and control" approaches that invite corruption and are unenforceable for lack of political will and institutional capacity. This in turn leads to even more accelerated environmental degradation as natural resource users attempt to maximize short-term gains.

Continued, well-targeted policy reform assistance is especially important if an objective is to achieve increased municipal and local initiatives and activities in confronting environmental problems. The current central government orientation of public policy and institutional structures for addressing environmental problems can only be reversed if appropriate policy changes are adopted to facilitate and promote local actions.

- 3) "...support for activities that increase policymakers' awareness of environmental issues and understanding of appropriate options for addressing them" (see above R4 reference) cannot alone resolve the constraint of lack of qualified human resources and institutionalized policy reform and implementation capacity. There is immediate and continuing

need for technical, analytical, organizational and process expertise to assist what can become a dynamic, continuing environmental policy reform and implementation process, as national and local human resources and institutional capacities are strengthened. A unique, immediate opportunity exists to assist in organizing and staffing the new ministry, including development of linkages to other public and private institutions, and to assist in moving forward an effective policy reform process. This requires technical assistance, primarily in policy analysis and reform, but short-term assistance also should be provided in institutional organization. Other donors will continue to make available growing financial resources to support improved policies, but USAID, with access to US know-how and an existing policy assistance activity in place, is in a unique position to respond most effectively in providing urgent policy change expertise.

3. RECOMMENDATIONS:

- a. USAID should quickly offer to the Minister of MIMA the support of the policy component: a) to develop the new institutional and organizational structure for dealing with environmental policy formulation and implementation; 2) to reformulate and internalize the national environmental strategy; 3) to bring together the various water policy reform efforts and channel these into a structured policy reform process; 4) to improve the current environmental and forestry policy reform process; and, 5) to focus attention on policy interventions required to facilitate increased municipal and local initiatives and actions in addressing environmental problems, especially those related to water supply and use.
- b. To gain early credibility, an immediate priority of the Minister of MIMA is to: 1) reformulate the draft environmental law; 2) build consensus among key stakeholder leadership on the related policy framework and specifications that this reformulation embodies; 3) gain acceptance of the draft law among key GOES policy decision-makers; and, 4) present the draft as an executive initiative to the Assembly for enactment in 1997. The new Minister appears to have political support, conceptual understanding and the needed consensus-building skills to achieve these objectives. He and his ministry lack the needed technical, legal and other professional expertise required to assure a satisfactory quality process and product. USAID should consider making available immediately one or more short-term experts who can assist the Minister to achieve these objectives on time. Possible sources of the expertise needed include the Environmental Law Institute and the Center for International Environmental Law.
- c. The policy reform component should integrate physically and programmatically with MIMA as soon as possible. The policy advisor and local hire assistants,

short-term consultants and counterpart staff would form the advisory core of a staff-level policy analysis and formulation office attached directly to the Despacho Ministerial. A new Project action plan including both grant and counterpart funded activities for the remainder of 1997 should be developed and reviewed by the respective staffs of MIMA and USAID, then approved by the Minister and USAID Director.

- d. Expatriate administrative and Project management requirements will be minimal and, with only two long term expatriate advisors, technical oversight is unnecessary. Likewise, local hire administrative and logistic support staff can be reduced by at least two-thirds with the proposed physical administrative and programmatic integration of Abt into MIMA. Overall Abt administrative and logistic support requirements will diminish enormously.

D. ENVIRONMENTAL EDUCATION AND COMMUNICATION COMPONENT

1. INTRODUCTION

The environmental education and communication (EE/C) component was designed to raise environmental awareness in Salvadoran society in order to establish an atmosphere which encourages participation in environmental activities and is supportive of improved environmental policies. The Academy for Educational Development, through a USAID El Salvador buy-in to the centrally funded GreenCom Project is the technical assistance contractor. In support of USAID Strategic Objective #4, EE/C is to contribute to increased awareness and understanding of the importance of environmental issues, and to the following three secondary results:

- ❖ Enhanced mass media attention to environmental issues
- ❖ Improved coverage of environmental issues in educational institutions
- ❖ Enhanced GOES and NGO environmental education campaigns and activities

2. FINDINGS AND CONCLUSIONS:

- a. In spite of the unstable institutional environment, GreenCom has been able to accomplish most of its goals. It has helped establish EE/C technical units in counterpart agencies. It has provided leadership and assisted in generation and production of a variety of environmental educational materials with MINED. It has also been responsible for training technical and professional people in country and in the U.S., and it has played a substantial role in training journalists to cover environmental topics in a responsible way. The Project has had positive impacts on attitudes, capacities and activities of, public sector counterparts, NGOs and at least one national university. Further, it seems to enjoy the respect of these organizations. Equally important, it has trained and

motivated many people and institutions in El Salvador to work for a better environment.

- b. GreenCom has successfully pursued initiatives in environmental education policy, particularly the drafting of a national EE policy which has received input from over 1,000 people and is now being considered by the Legislative Assembly. They also got national attention focused on environmental issues by supporting the convening by El Salvador's President of Natural a Environmental Education Encounter.
- c. GreenCom views itself as a catalyst in the area of EE/C and carries out its activities in a way which requires active participation and institutional investment of resources by counterparts. Counterpart personnel have participated in training activities both in-country and offshore. As they have returned, they are playing key roles in Project planning, campaign development, materials development and validation, and other Project support activities.
- d. To facilitate and institutionalize component activities, GreenCom has supported creation of EE/C technical units in SEMA, MINED and PANAVIS. Staff of these units are among those trained through GreenCom activities.

Formal education materials produced with GreenCom assistance, include:

- ❖ Teacher guides for primary education which present environmental education topics in a multi disciplinary fashion.
- ❖ Five video programs (water, soil, forest, bio-diversity and city environment)
- ❖ Ten audio programs (water and the environment)
- ❖ Environmental message boards in schools in the demonstration area.

GreenCom also helped stimulate the creation of a Salvadorean Foundation to strengthen public awareness of environmental issues

GreenCom provided technical assistance to the SABE Project which was developing text books with MINED. As a result of the high level of interest generated by the SABE Project, MINED developed the text book *Science Health and Environment* with GreenCom assistance. Also, teachers were trained in topics and methodologies of environmental education.

- e. GreenCom worked with journalists to improve quality of coverage of environmental topics and to prepare newspaper supplements for environmental education. One excellent examples is "Quanaquin", a children's newspaper supplement which dedicates one issue a month to the environment. Several

environmental journalism seminars have been facilitated and the National Environmental Journalism Awards were initiated with co-sponsorship from private business. Several journalists have been sent to attend relevant short courses in the United States.

- f. GreenCom worked with SEMA to develop environmental media campaigns. To date they have carried out two, and are in the preparation stages of a third. With each campaign, SEMA assumes increased responsibility in preparation for carrying out these activities on its own by the end of the Project.
- g. GreenCom has assisted in training EE/C specialists who work cooperatively in carrying out Project activities in their respective institutions. The ten members of this group (five women and five men) are from SEMA, CENTA, DGRNR, SALVANATURA and AMAR. They were provided with special training both in country and in the United States. The group has named itself the Compact Group. Over 100 park guards around the country have been trained by this group. In 1996, the group set up three self-guided nature trails in two of the country's largest national parks.
- h. By being associated with the central GreenCom core Project, there is opportunity to exchange information with other GreenCom activities elsewhere in the world. This offers the potential to benefit from the experience of other GreenCom Projects for problem solving and EE/C techniques and methodologies.
- i. In conclusion, the Project has been successful in reaching a high percentage of the Salvadoran population with high quality EE/C activities. Some areas of effort could be improved to increase Project impacts:
 - 1) The first of these relates to the annual campaign by SEMA. There has been no imagery developed to connect the environmental message from one year to the next. This weakens the message in each campaign.
 - 2) There is no usable baseline for the Project. This makes it difficult to monitor progress. Proposals by GreenCom to conduct baseline research and track the impact of EE/C interventions have not met with the approval of USAID. A new proposal to evaluate EE/C campaigns is now under consideration. Monitoring of newspapers and other mass media, as well as some evaluations of related activities are consistently done by members of SEMA's EE/C unit trained by GreenCom.
 - 3) Activities carried out with CENTA include: six weeks of TA to CENTA's training program and training of ten trainers, training for twelve extensionists in Costa Rica in methodology of agro-forestry education and

communication, equipment repair for CENTA's communication department and four weeks of TA for the communication office in CENTA. The opportunity to work with CENTA to develop model materials in the Demonstration Area for use in other parts of the country was not pursued. Although plans for this year include the development of an educational flipchart with CENTA, the institution could benefit greatly from more intensive contact with GreenCom.

- 4) Achieving sustainability of EE/C activities has generally been viewed to result from placement and training of qualified people in GOES counterpart institutions. Training also has been carried out for journalists and key people in some NGOs. The intent has been to form a cadre of people who can continue EE/C activities after the Project ends. This approach is logical and likely can stimulate continued activities in EE/C. However, two key factors have not been taken into account. One is the resource represented by the trained national staff and infrastructure of GreenCom, and its considerable reputation in the environmental community. The other is GreenCom's essential contribution in coordinating work among a range of people and institutions. The first factor represents a resource which could be used to promote continued growth of EE/C in El Salvador, eventually on a sustainable basis. The second underlines the importance of having an organization which can work with and provide common services to a wide range of institutions on EE/C matters. Several institutions interviewed expressed the need for an EE/C support entity in El Salvador to provide services such as guidance in environmental education matters, training of personnel in EE/C methodologies, and production of materials on environmental topics.

3. RECOMMENDATIONS

- a. As MIMA gets underway, an important area for technical assistance by GreenCom will be the development of a public affairs mentality and training of a staff in public affairs. Public service announcements (PSA's) produced by the Ministry and distributed to the media and decision makers will help build credibility. GreenCom should help MIMA to develop a public affairs strategy and provide technical assistance in carrying out that strategy.
- b. The positive impact of communications' campaigns carried out each year would be enhanced if a central image (figure) and slogan were created and carried forward from year to year. In this way, familiar symbols of the campaign would return each year to talk about environmental topics. GreenCom should work with the EE/C staff of MIMA to identify characteristics of a make-believe personality which could be created to promote environmental messages in El Salvador. Benefits to be gained are readily seen in the success of ~~Smokey Bear~~ as he presents his message against forest fires in the United States and Canada. A personality that represents efforts to improve the environment in El Salvador would help to increase the target audience and positive impact of environmental messages.
- c. Professional training at the university level is important for both natural resources management and environmental education and communications activities. Green Project has prepared some ground work toward the creation of a master's program in NRM, and GreenCom has been promoting university studies in EE/C. Both of these avenues should be explored further. Areas for possible assistance could include teacher exchange programs with U.S. universities, scholarships in NRM and/or EE/C, development of teaching materials, and assistance in developing curricula.
- d. GreenCom should develop a strategy for working with CENTA and PANAVIS. This strategy should focus on sustainable hillside agriculture and protected areas. In addition to traditional extension materials, the use of different types of non-traditional mass media should be investigated such as small, local "magazines" (both closed and open ended), audio programs for captive audiences, puppets, plays, and slide shows. The materials developed for hillside agriculture should emphasize the role of water and interdependency within the watershed. The materials developed with CENTA should be suitable for replication throughout the country. Materials developed for the two protected areas should be more site specific and developed with local NGO's and public agencies.
- e. The Project should increase its activities with NGO's and use its influence to provide direction for future activities in environmental education, emphasizing

protection of water sources and prevention of water degradation. Periodic meetings should be held to bring appropriate NGO's and GOES institutions together, taking advantage of the positive relationships GreenCom has built with both sectors. Potential collaborative efforts could be fostered as the public sector recognizes ways to expand their outreach through the NGO's, and as NGO's see how they can increase their stability by sharing costs with GOES institutions.

- f. The broad base of trained personnel, the variety of materials produced and the reputation that GreenCom enjoys could all be used to support the continuation of EE/C activities into the future. Steps should be taken, first, to examine the feasibility of GreenCom's making a transition from an EPP technical assistance unit to an independent fee-for-service NGO which could carry on many of the service activities on a fee basis and, second, providing assistance to do so. As this transition begins, a social marketing specialist should be added to the GreenCom staff to expand their capabilities in that area. Other specialists may also be required for a new NGO: for example, an EE/C Training Specialist, a Materials Development Specialist, and a skilled general manager. The GreenCom activity should be extended for at least two more years (beyond March 1998) to allow this transition to take place. When the new NGO is created, the GreenCom resident advisor would switch from being Chief of Party for GreenCom to being an adviser to the new organization.

The creation of a national service-oriented EE/C NGO could help fill the void that otherwise would be created upon termination of the GreenCom activity. Other NGOs and public sector organizations will continue to need technical advice in EE/C which could be provided by the new NGO. We recommend that the new NGO put special emphasis on water and watershed management during the remaining years of EPP to support USAID's efforts. The new NGO should be able to receive grants and enter into contracts with national and international organizations. One of the new NGO's first contracts could be with EPP to develop a communications strategy for the Cara Sucia San Francisco Menéndez sub-watershed, as discussed further in Section IV.A.

It is important that the new NGO be able to market its services throughout the country, including San Salvador, to provide access to business opportunities that can help assure continued viability.

E. DEMONSTRATION OF BENEFITS COMPONENT

1. INTRODUCTION

The Demonstration Area (DA) as described in the PROAG and Abt consortium contract, and as it responds to results package for SO4, was designed to assist MAG line agencies to develop sustainable NRM practices and to transfer these to hillside farmers in order to halt and reverse degradation of the natural resources base, especially water.

To achieve the end-of-Project status of demonstrated benefits from improved natural resource management practices, the Project has worked on:

- ❖ improved conservation practices
- ❖ management of protected areas
- ❖ community conservation programs
- ❖ water supply systems (feasibility studies)

2. MAJOR FINDINGS AND CONCLUSIONS:

- a. Project support to CENTA initially made substantial contributions toward strengthening their technical package for soil and water conservation activities designed to make hillside farmers less dependent on purchased inputs. By providing CENTA with resources to supply strategic inputs not available locally (e.g., new soil and water conserving planting materials), their extension program was able to expand the number of practices offered to and accepted by hillside farmers. These included introduction of living green barriers to reduce sheet erosion, and introduction of velvet beans as a cover crop. These practices not only reduce erosion (and stream siltation) but also reduce use of herbicides and fertilizer, while increasing organic material and bio-fertility.
- b. Unfortunately, the SEMA decision to remove seven counterpart-funded extension agents from CENTA and create a new separate Green Project SEMA extension activity caused institutional strengthening of CENTA to cease. This decision jeopardizes chances of sustainability of expanded adoption of improved NRM practices after the Project terminates, especially the transfer of practices beyond the demonstration area.

This separation of extension efforts severely damaged CENTA extension programs in the D.A. Coincidentally, the Green Project SEMA separate effort is left without technical back-stopping and the benefit of the experience of CENTA in appropriate farming practices such as zero tillage and no-burning, as well as their considerable experience in working with women.

- c. More recognition is needed of the productive contribution of women to farming, and the importance of minor species (chickens, pigs, goats, etc.) and cattle (usually managed and cared for by women and children). Unless gender factors are expressly incorporated, many of the synergisms that result from integrated farming systems are lost. To illustrate, velvet bean is being promoted as a cover crop without using the seed produced as a protein supplement for animals. For reasons that are not clear, gender factors have not been incorporated into Project activities related to NRM technology testing and transfer.
- d. Green Project is now carrying out its own extension program, incorporating SEMA elements of the Farmer-Promoter methodology used successfully by the LUPE Project in Honduras. However, in its application, training of farmer-promoters is extended over a three year period (1997-1999). Under this approach, valuable synergisms that result from applying a more integrated farming systems approach are not realized. Likewise, income-increasing benefits from improved productivity and production that result from the more integrated approach do not materialize.
- e. The Community Conservation Program was developed upon the arrival of the replacement DA advisor to address expressed needs of communities. The purpose was to gain community confidence and improve the poor image of the Project that had developed during earlier implementation. The program is consistent with a recommendation in the February 24, 1995 environmental assessment for the demonstration area that calls for the Project to, "...significantly increase funding for on-the-ground activities..." which would address "...minimal technology to handle water, sanitation and other waste management ..." problems which were "...severely impacting the waters in the Barra de Santiago watershed..."

The demonstration area advisor estimates that he dedicated 80% of his time in 1996 to activities related to Community Conservation Projects, principally supporting construction of latrines, stoves, wells/pumps. Complementary technical assistance and training on use and maintenance has not occurred. Coordination with health authorities or with other USAID SO's supporting similar activities would be helpful. Over 1,000 families received materials for constructing these facilities, paid for by the Project and with beneficiary families contributing labor. Developing and diffusing natural resource management practices to the target population have not been primary foci.

- f. The Project provided timely TA for developing a Participative Management Plan for the National Park "El Imposible," contributing to institutional strengthening of PANAVIS and SALVANATURA. The plan also contributed to protecting the upland watershed within the park and in the surrounding buffer zone.

3. MAJOR RECOMMENDATIONS:

- a. Refocus activities in the DA on NRM issues related to a comprehensive watershed management strategy and plan. (See Section IV.A for further discussion of this approach.) The preparation of a comprehensive watershed management plan would provide a framework within which to emphasize protection of water sources, regulation of water consumption and use, and prevention of water degradation. Supported community conservation activities related to stoves, latrines, wells and pumps should be shifted to SO3, improvement in the health of women and children..

Contrary to the generic mitigation expressed in the site specific environmental assessment dated February 24, 1995, the evaluation team finds that activities such as latrines, stoves, wells and pumps are more directly linked to health and, thus, are more appropriate for support under the health objective not under SO4.

- b. As an alternative course of action for demonstrating NRM practices, the Project could pursue activities like the Miramar Community Conservation proposal presented by CENTA on September 5, 1995. This initiative proposed establishing 35 demonstration farms of 1 manzana (Mz.) each, using improved NRM practices. CENTA already has applied this model quite successfully, with Project funding.
- c. Assist in strengthening existing technical packages for improved conservation practices for integrated sustainable hillside agriculture. Local traditional knowledge of native tree species found growing in the DA should form the basis of the improved practices, especially those involving agro-forestry and tree-planting, reinforced with improved germplasm from CENTA.
- d. Because women in the Project area contribute up to 40% of farm labor, they should be treated as equals in preparing the technical package and extension methodology. Women will not participate equitably in benefits unless they are specified as beneficiaries, including the development of strategies to overcome their disadvantaged social position. The Project should build on CENTA's considerable experience in gender issues that provides women with equal access to training and technology transfer.

- e. Assist to strengthen CENTA at the three extension field offices in the DA, as follows:
- ❖ Continue strengthening CENTA's technological package for integrated sustainable hillside agriculture, by financing production of germplasm needed for improved soil and water conservation practices; examples include velvet bean seed, vetiver grass and dwarf elephant grass.
 - Intensify work on improving and testing the LUPE methodology of technology transfer, using the Farmer-Promoters Program, but make it a joint effort with CENTA and develop it in a way that serves as a bridge between CENTA and SALVANATURA and other NGOs that work in technology transfer in the DA. The technical package must be integrated during 1997 to demonstrate the income benefits of the whole-farm approach to sustainable hillside agriculture. Income increasing synergisms from an integrated production system serve as incentives for farmers to adopt these practices by producing short-term income benefits as a result of increased productivity and production.
 - ❖ Assist to formalize an Environmental Education program between GreenCom and CENTA's Communication Unit to develop extension materials that promote tested technical packages for integrated sustainable hillside agriculture.
- f. The need for a baseline study in the DA continues to exist. It is recommended that this be carried out during 1997. The study should review existing work, have a watershed management focus, and better identify the rural target population in the pilot watershed area. The study should pay particular attention to the role of women in farm production.
- g. Continue to support Protected Area Management, including:
- ❖ Support buffer zone activities with an Agro-forestry focus around "El Imposible", including TA to strengthen the SALVANATURA reforestation program.
 - ❖ Work on the "Barra de Santiago" Protected Area should be conditioned upon CENDEPESCA and PANAVIS agreeing upon their respective roles and responsibilities, and committing themselves through a formal memorandum of understanding with MIMA.

- h. Transfer responsibility to the democracy and health objectives' teams for work on an expanded water system for Cara Sucia. Providing an expanded water system for Cara Sucia may be beyond the capabilities of USAID. If so, the community should be so advised, and the Project should be suggested to the IDB for inclusion in their planned water and sewage loan.

F. LONG TERM SUSTAINABILITY

1. INTRODUCTION

Long term sustainability can be assessed in terms of prospects for financial viability and degree of "internalization" by Project customers (e.g., individuals, institutions, organizational structures and systems and/or society) of Project-assisted processes and discrete activities. Moving from the general to the specific, the degree of internalization is a function of changes in individual and institutional awareness, attitudes, behavior, decisions, resource allocations/expenditure choices, and finally, actions taken. Financial viability depends on political and budget priorities in the case of public sector allocations, and upon marketplace demand in the case of user services and products, whether these are supplied by the public or private sectors.

Project interventions have occurred at many levels or categories of Project customers, e.g., society, public/private, functional sectors, representative organizations, institutions, and families. Our findings and conclusions are presented below by level and category of the customer, distinguished by component where appropriate.

2. FINDINGS AND CONCLUSIONS

a. General Awareness and Attitudes About the Environment

- 1) All indicators point towards a greatly increased and growing awareness about environmental problems and issues. This includes increasing understanding of specific categories of problems, and some understanding that there are alternative ways to approach mitigation. The media have improved both quantity and quality of coverage of environmental issues. Media information now provides a much more constructive and objective discussion of environmental problems, issues and positive actions, with less emphasis on criticism and sensationalism.
- 2) Because public demand for environmental information continues to increase, sustainability of media coverage, and resulting increased awareness and concerned attitudes about the environment, appear to be assured. Whether increased awareness and more concerned attitudes about the environment can be expected to translate into changed policies and change behavior is less clear. Changes in behavior and habits would

become more widespread if: 1) media coverage were to provide more information and "action opportunities" about how individuals, families and local communities can change habits and behavior to mitigate environmental problems; and, 2) if human resources, institutional capacities and policy reform processes are developed to achieve GOES internalization of facilitating policies. A focus of all Project components on defining and activating educational and policy approaches to accelerate individual, family and local community behavioral change could trigger sufficient understanding and peer group pressure to facilitate such changes friendly to the environment.

- 3) Project interventions appear to have been an important input into achieving increased and growing individual and societal awareness and changing attitudes toward the environment. They have also strengthened the capacity of the media and NGOs to sustain that process.

b. Organizational and Institutional Sustainability

- 1) As discussed elsewhere, the policy component of the Project has had little success in institutional strengthening, either in public or private sector policy-related institutions. There is still little on-going institutional strengthening effort.
- 2) Recent creation of MIMA provides a renewed opportunity to contribute key assistance for achieving institutional sustainability in policy reform and implementation. Interaction with CODES FUSADES also could strengthen their capacity and achieve better balance in their environmental policy analysis contributions, and could help to build consensus on preferred policy options.
- 3) The demonstration area component initially provided assistance to CENTA that improved their transfer methodologies and technology package for small hillside farmers. Withdrawal of this assistance in late 1996 suspended institutional strengthening efforts in the demonstration area. Without renewed external support the quality of continuing programs will not realize their potential, and sustainability is doubtful.
- 4) Assistance of the demonstration component to PANAVIS and SALVANATURA has strengthened the capacity of these institutions to manage the El Imposible Park. With further assistance during the LOP, especially related to park management practices, market and buffer zone relationships, SALVANATURA and the institutional partnership with PANAVIS have excellent prospects for sustainability.

- 5) FIAES has performed a vital role in providing grants to support the work of environmental NGOs. FIAES funding is projected to run out in 2013. In the interests of long term sustainability, consideration should be given to reducing the amount spent each year on grants and placing a larger percentage of annual in-flows into an interest bearing account. This account could serve as an endowment for FIAES, to assure its continued existence beyond 2013.

c. Technical Sustainability

- 1) The strategy of creating "Demonstration Farms" with CENTA extensionists as conceived for the "Miramar" community provides a working model that should be supported with Project "strategic incentives" not only to the "productores de enlace", but also to other farmers in the working circle. To illustrate, during the previous crop season CENTA grouped four productores de enlace and invited the working circles to cooperate by rotating the farms visited. This adjustment to the EDO methodology resulted in 35 farmers establishing "Demonstration Farms", rather than just the four productores de enlace.
- 2) Regardless of the methodology used for transferring technology, whether the modified EDO methodology of CENTA or the LUPE model of farmer-promoters (that is being promoted by the DA/SEMA program), it is the selection of appropriate, improved integrated practices that creates productive synergisms within the family farm unit. Farmers and their families adopt improved technologies because of food security and income benefits accruing in the short run (e.g., within one crop cycle). When short-term income benefits are achieved from introduction of improved germplasm (e.g., velvet beans for a cover crop as well as a source of high quality protein for chicken or cattle feed), farmers will continue these practices, thereby assuring sustained environmental benefits as well. These technologies are sustainable and can be transferred to an expanding number of farmers with either methodology.
- 3) Introducing appropriate IPM (Integrated Pest Management) practices can also be technologically sustainable, so long as these increase net incomes (often by reducing costs). IPM is equally applicable to crop production, to small animal production and to post-harvest grain storage practices. For example, dried leaves of "madre cacao" can be used to keep chickens free of lice and "heem" seeds can reduce weevil attacks in stored grain.
- 4) The degree to which CENTA internalizes into its program sustainable practices depends not only on the demonstration of those improved practices, but also on the degree that these practices are documented and

the extent to which CENTA technical and management personnel participate in and feel ownership of the verification process. These personnel make the decisions of whether or not a practice is incorporated into environmental education training manuals. GreenCom could play an *important supporting role in preparation of these and other related training materials.*

d. SUSTAINABILITY OF ENVIRONMENTAL EDUCATION Activities

- 1) GreenCom and counterpart institutions were challenged by institutional instabilities described earlier. In spite of this, they have been able to make inroads into strengthening the quality and effectiveness of environmental education activities of selected public and private institutions, including SEMA. Their methodology has generally been participative and catalytic; thus, people in counterpart positions have gained valuable experience. Most counterpart institutions feel the continuing need for an institution that could assume the role of GreenCom after the Project ends. Needs include continued services related to training, materials production, coordination and response capability for a variety of interests in environmental education and communication.
- 2) GreenCom has developed a significant capability in-country to support continued efforts in environmental education. Some type of institutional structure is needed to continue this support after GreenCom closes out. Such an institution would generate funds, coordinate activities and respond to general needs in environmental education. Ground work should begin to convert GreenCom into an environmental education NGO to fill this continuity need. Such an NGO-type entity could assume the coordinating role of GreenCom, while augmenting the capability to generate funds for operational costs, as well as costs of activities carried out by associated institutions. In addition to an overall feasibility review, a marketing and fund-raising strategy must be developed which would allow such an NGO to secure its future for as long as associated members feel it is needed.
- 3) Start-up funding would be required for the proposed NGO until a strategy for independence can be implemented. The NGO would be a service organization for government institutions, as well as for environmental NGOs.

G. POTENTIAL ROLE OF NGOs

1. INTRODUCTION

The EPP included a fourth component, strengthening environmental NGOs, which was managed by the Pan American Development Foundation (in El Salvador, Fundación Panamericana para el Desarrollo, FUPAD). This activity, entitled Strengthening of Private Salvadoran Environmental Organizations (FOPRAS), was originally conceived to work with seven to eight NGOs in financial and technical support. A primary list of about 27 NGOs was developed with input from USAID and SEMA. After six months of a self-selection process, a high level of interest from NGO's became apparent. It was agreed that the Project would work intensively with seven NGOs, providing both financial and technical support and would provide technical support only to another ten NGOs.

In January 1996, NGOs receiving assistance from FUPAD formed CoAmbiente, an umbrella organization to help them communicate and coordinate among themselves. CoAmbiente is expected to help attract potential donors. CoAmbiente has not yet achieved a level of professionalism and financial strength to fulfill its intended role.

NGOs of three types were visited by the evaluation team, those who participated in the FOPRAS Project and are now members of CoAmbiente, those who are members of UNES, a competing organization, and those who do not belong to either.

2. FINDINGS AND CONCLUSIONS:

- a. Some NGOs have identified areas of focus and have developed long-term management plans. These concentrate on specific problems and are developing capacity within a relatively narrow focus. Others are still struggling with the limitations of a narrow funding base, weak management and dependence on individual personalities.
- b. A few NGOs appear to be escaping the "club mentality" and are becoming reasonably viable institutions. These include SALVANATURA, ASAPROSAR, CESTA, ASPAGUA, CEDRO, CEPRODE, and FUTECSA. All of these have a well defined focus in their area of interest, some have long-term development plans, and most are working on broadening their financial base. Because of their narrow, highly targeted interests, none would be appropriate to take on the responsibilities of the Green Project or GreenCom. However, all of them want to be recognized as leaders in their own fields. Their ability to focus on a specific area is actually a sign of strength and of potential for future success.
- c. Most environmental NGOs visited suffer from a variety of shortcomings which negatively affect their development. The most pervasive shortcoming is lack of

funding sources, closely followed by lack of institutional infrastructure. Almost all depend largely on short-term Projects and funded activities for their survival income. Fee-paying members provide some resources. Only one identified a fund-raiser as a member of its professional staff. None had a financial base which provided stability beyond one year.

Other shortcomings identified include difficulties with internal and external communications, the need for guidelines and materials in environmental education and further training in environmental topics, and know-how in techniques of group dynamics and other communication and education methodologies.

- d. Strengths noted included enthusiastic membership and good professional qualifications of staff in several cases. These include biologists, journalists, architects, agriculturalists and sociologists. Most NGOs carry out activities in reforestation, agricultural TA, protected area management or watershed protection and management. There is a general understanding of the watershed as a dynamic and interactive unit.
- e. Nearly all of the NGOs visited were small and narrowly focused. Those trying to manage a broader focus were encountering difficulty, and should narrow their interests. There is a general precariousness among NGOs, attributable to uncertain finances and evolution from a "club" mentality to an "institutional" mentality. Although some focusing is needed, most have not overextended themselves. There appears to be no overlap in geographic or thematic terms that might cause duplication or competition. The existence of CoAmbiente and UNES as umbrella groups may help to avoid competition among their members if they can be strengthened to serve an effective coordinating function. Their success in establishing themselves as stable organizations and in shepherding their member NGOs toward cooperation, institutional growth and more stable future funding may determine the ultimate viability of their members.
- f. In terms of this Project, NGOs constitute an infrastructure and resource base in their respective areas of interest that can make meaningful contributions to an overall environmental development scheme. Important to this process is FIAES's work in providing grants to environmental NGOs. These grants have been vital to the NGOs ability to carry out meaningful programs.

Due to the de-emphasis of NGOs in the original PROMESA Project design, there has not been the same level of effort to train NGOs as there has been to train GOES counterparts. Training of environmental NGOs was handled as a separate activity under FUPAD. This separation of NGOs from full participation in the Project has limited its impacts on the NGOs. Specifically,

in the area of education, where NGOs have been targeted, the level of participation could and should have been greater.

- g. Green Project's support for NGOs has been concentrated on SALVANATURA with an investment of over 360 person-days of short-term technical assistance. A park plan for El Imposible was developed by short term consultants with expertise in anthropology, archaeology, ecology and botany.
- h. Green Project's mandate for NGO strengthening was restricted to the demonstration area. NGOs have expressed interest in working with Green Project but have not been able to do so because their geographic area of interest is outside the demonstration area. The Green Project could improve its standing with the NGO community by sharing lessons learned in El Imposible Park and by giving workshops in park planning for interested NGOs. A Green Project strategy for developing relationships with the more effective NGOs is needed.

3. RECOMMENDATIONS:

- a) The work of FIAES should be continued and strengthened. As discussed in Section III, F, 3, we believe that the ground rules on FIAES funding should be modified to allow placement of a higher percentage of annual in-flows into an interest bearing endowment which could help assure the continuation of the Fund beyond the Projected termination date of 2013.
- b) Coordinating and cooperative links should be fostered by the Project between GOES counterparts and local NGOs, especially in the pilot watershed area.
- c) An annual national environmental fair should be co-sponsored by the Project, CoAmbiente and UNES to expose environmental activities of GOES institutions and NGOs to the public.
- d) The Project should sponsor additional training events to strengthen the impact of NGO activities on environmental awareness and sustainable development/natural resource management.
- e) Because most NGOs are small and have narrow geographic foci, training should focus on skills in non-traditional mass media. This would include small limited circulation magazines, audio tapes to play to captive or semi-captive audiences, puppets, group games and other materials. Helping NGOs to develop and package these EE/C "kits" through workshops would insure availability and use of EE/C materials throughout the country.

IV. MAJOR ISSUES

A. HOW SHOULD THE ACTIVITY BE MODIFIED TO SUPPORT THE MISSION'S NEW CROSS-CUTTING FOCUS ON WATER?

1. ISSUE:

As the Mission revises Strategic Objective #4 with water as a cross-cutting focus, how should the Environmental Protection Project be modified to support this new Strategic Objective?

2. DISCUSSION:

Establishment of the new Ministry of Environment and the process of developing a comprehensive water law have the potential to provide an improved organizational and policy structure at the national and municipal levels that emphasizes normative and regulatory functions.

In our meetings with people working on development of a water law, we were told that emphasis will be placed on the watershed as a unit, including possible establishment of watershed authorities or districts. We believe that a watershed management approach would provide a logical unifying concept for USAID's cross cutting strategic objective on water.

Development of a watershed management strategy would provide the basic structure necessary to view a water system as a whole, including:

- ❖ Water Sources
 - Protected Areas
 - Springs/surface water/wells
 - Reforestation/on-farm soil and water management reduced run-off aquifer replenishment
- ❖ Water Consumption and Other Uses
 - Water for Human Consumption
 - Cities and towns
 - Rural Communities
 - Hydro-electric power
 - Irrigation
 - Industry

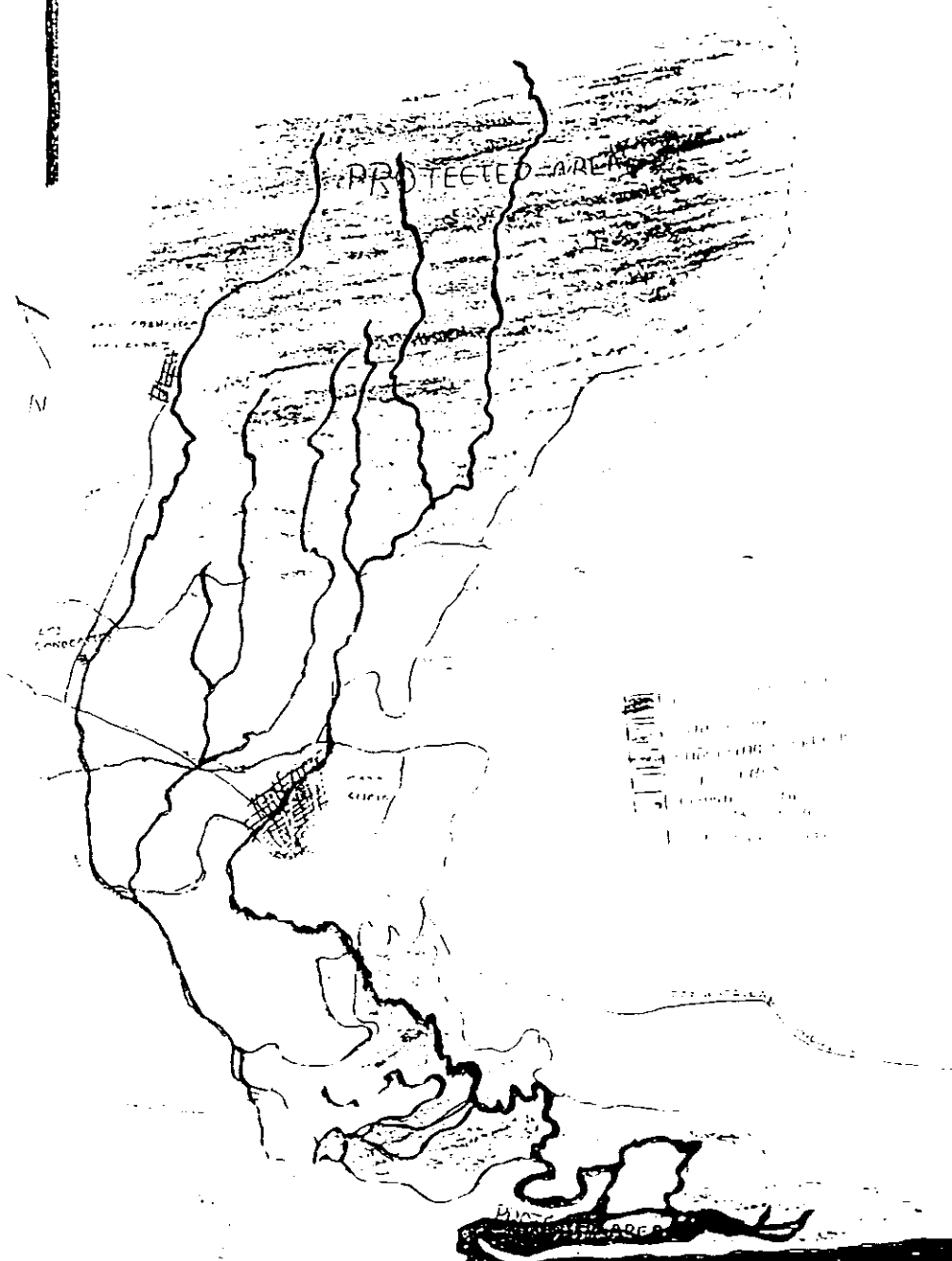
- ❖ Water Degradation
 - Silting
 - Agr. pollution (fertilizer/pesticides)
 - Human pollution
 - Sewage
 - Laundry/bathing
 - Trash
 - Industrial waste
 - Animal pollution

Looking at the watershed as an integrated system provides a discrete spatial structure to identify and quantify problems, develop solutions, establish priorities and assign responsibilities for stake holders and national institutions working in the watershed as well as across all of USAID's strategic objectives. Without such a unifying structure, the approach to solving water-related problems likely will continue to be ad-hoc, diminishing possibilities for synergistic relationships and possibly exacerbating existing problems.

There are some activities in the early stages of development which are using watershed management as a unifying concept. These include the IDB Project for the Upper Lempa River Watershed, and the program proposed by the Fundación Amigos del Lago Ilopango to work with 14 municipalities in the Lake Ilopango watershed. The Green Project is bringing in a U.S. Hydrologist this month to help develop a diagnosis of water resource problems in three sub-watersheds in the Project Demonstration Area: San Francisco Menéndez, Cara Sucia and El Naranjo. The diagnosis will be used to develop a vision statement for watershed management to guide future work in these sub-watersheds.

Cara Sucia Watershed Authority

Elaboración: [illegible]



WATERSHED AUTHORITY

PARTICIPANTS

LOCAL COMMUNITIES

PARK SERVICE
(Protected Area)

MSPAS/AMDA/MGOK
(Community Water Systems)

MUNICIPALITIES
(Regulate water use and
contamination, provide
lavadores, etc.)

CENTA
(Diffuse soil water
management, conservation, and
agro-forestry technologies, reduce
application of fertilizer, pesticides,
pesticides, low input technology,
cover crops, etc.)

GOVERNMENTAL ASSOCIATIONS
(Regulate water use, irrigation)

GENDEPOS
(Protect and restore
ecosystems)

NGO
(Community-based
water management)

Recent efforts to establish a new institutional structure for regulation of water and other aspects of the environment provide an excellent opportunity for USAID to employ the resources available under EPP to assist in organizing MIMA and developing a policy framework and agenda for the water sector.

In carrying out the new water-focused activities, we believe that the Mission should look at water as a critical resource for sustainable development, a more meaningful concept than access to clean water for rural households. There are many competing demands for water and many causes of degradation and scarcity. A water system may be most effectively considered as a whole to determine how it can best contribute to sustainable development. An essential element is access to clean water for human consumption, but it is not the only element. Focussing on water as a productive resource in addition to being a public health tool permits addressing its role in poverty alleviation as well.

3. RECOMMENDATION:

- a. USAID/El Salvador should consider support for development and implementation of one or more watershed management plans as the unifying concept to address water as a cross-cutting focus for the four Mission strategic objectives. First priority should be given to developing such a plan for the San Francisco Menéndez/Cara Sucia sub-watershed, utilizing resources available through EPP. A second priority would be to support the watershed management effort of the Fundación Amigos del Lago Ilopango. These could serve as models for El Salvador to address its serious water problems.
- b. USAID/El Salvador should use the resources available under EPP to provide technical assistance to MIMA as it organizes itself and begins to develop its policy framework and agenda for water.
- c. In the development and implementation of a watershed management plan for the San Francisco Menéndez/Cara Sucia sub-watershed, skillful management will be required to involve and gain the support of the local population, as well as the various public and private sector organizations that should participate in carrying out such a plan. These organizations include DGRNR, PANAVIS, CENTA, Ministry of Public Health and Social Welfare, ANDA, CENDEPESCA and NGOs as appropriate. We recommend that the COP/Policy Advisor work with MIMA to develop enabling legislation that would provide for formation of locally elected watershed authorities. We recommend further that the Project provide a broad-gauged field advisor that can work with the participating groups to bring them together in support of a comprehensive sub-watershed management plan. The GreenCom component of the Project should develop a communications strategy for development of the watershed management plan. Implementation of this strategy would build local support and promote

cooperation among the various organizations involved in implementing the plan.

B. SHOULD THE ACTIVITY HAVE A NATIONAL OR MUNICIPAL FOCUS?

1. ISSUE:

As USAID/EI Salvador's EPP is modified to support the mission's new environmental strategic objective, should it continue to engage in policy analysis and reform at the national level, or should it turn its attention to the role of municipalities in protecting water sources, regulating water use and water quality, and reducing water degradation? Or, should it do both?

2. DISCUSSION:

EPP's efforts to date in policy reform have not resulted in any specific policy changes although the Project has contributed to an increased awareness and concern about environmental policy issues. The current effort to prepare a Forestry Law and a Forestry Incentives Law seems to be a high priority effort, but has overlooked several important steps in its development. (See Section III,B, Policy Component, for a more complete critique of the forestry law development process.)

Under Strategic Objective #2, the Mission has engaged in a number of activities to strengthen the capacity of municipalities, including development of municipal water systems. The Código Municipal gives municipios the authority to regulate activities that affect public health and the environment.

MIMA has been established and a proposed organizational and policy structure for regulating the water sector is under consideration. These proposed institutional and policy changes provide opportunities for EPP to assist in developing the detailed organizational structure to address environmental policy and normative issues.

3. RECOMMENDATIONS:

- a. That USAID/EI Salvador provide resources through EPP for technical advice and assistance to MIMA on developing its organizational structure and mission (including collaborative arrangements with other environmental institutions), on revising the National Environmental Strategy and on developing a water-related policy framework and agenda.
- b. That Project resources be used to work with the Mission's democracy activities to develop guidelines and training programs for municipal involvement in the

protection of water sources, regulation of water use and prevention of water degradation.

C. SHOULD THE ACTIVITY ENGAGE IN INSTITUTION BUILDING ACTIVITIES? WITH WHICH ORGANIZATIONS?

1. ISSUE:

The policy and demonstration area components of the Project have a poor record to date in strengthening the capacity of public and private sector organizations. In a modified Project to support the Mission's environmental strategic objective, should institutional strengthening be a priority, and, if so, for which organizations, and what kinds of institutional strengthening?

2. DISCUSSION:

The Project agreement calls for the Project to "...finance technical assistance, training and commodities to **help the participating NGOs and GOES entities to accomplish** the eight major outputs..." of the Project. The Project Agreement also calls for the Project to, "...**improve the policy and coordinating capacity of SEMA** to develop important legislation and policies impacting on forests, fisheries, protected areas, and water resources."

The contract between USAID/El Salvador and Abt calls for the technical assistance team to, "...**assist SEMA in developing and promoting NRM legislation** in the areas of general water policy, fisheries, coastal zone management policy and other policy areas..."

5. In the Demonstration Area component, the contract calls for the contractor to, "**assist counterparts** to establish at least 200 NRM sites during Year 1 and a total of 2,000 over the LOP."

The contract also states: "The Chief of Party will serve as Project Management Advisor to the Executive Director of the SEMA. Other members of the Contractor team will **work closely with personnel of NGOs, SEMA, and MAG, establishing professional working relationships** which promote the use of sound natural resource management techniques."

The duties of the Natural Resource Management Policy Advisor in the contract call for him to, "...**assist SEMA to enhance its capability for NRM policy analysis**, specifically in forestry, fisheries, water and protected area and to **coordinate with policy units in other ministries**..."

It seems clear to the evaluation team that USAID's intention was for the Project to assist and enhance the capacity of national organizations to carry out policy reform and natural

resources management technology transfer programs. It appears that an effort was made to accomplish this during earlier stages of the Project, but because of difficulties with SEMA and with CENTA, since 1996, the Project technical assistance team has taken a more independent stance.

By establishing itself as an independent entity and disengaging itself from daily contact with SEMA, opportunities for institutional strengthening through on-the-job training and frequent inter-action have been diminished. Green Project responds that it has trained many people through the "Green Book" training exercise and through participation in working groups and workshops during development of the environmental law and the forestry law. The problem is that there has been no systematic effort to develop policy reform capacity within SEMA or any other public or private sector organizations. The intention of the Project seems to have been to develop this capacity within SEMA. When SEMA proved to be a weak and ineffective organization, the Project and USAID did not develop other institutional avenues for improving policy reform capacity. As a result, there has been no real increase in national institutional capacity for policy reform. The elementary training provided through "Green Book" sessions and the participation by people in discussions and fora raised consciousness about some environmental policy issues, but certainly did not develop either individual or institutional capacity for generating a policy framework and agenda and for analyzing policy needs and options.

Attendance at such periodic "brief exposure" events by one or two individual technical/management staff seldom results in changes in institutional priorities, programs and operating systems that improve the nature, quality and relevance of institutional activities, performance and outputs. To realize these institutional changes requires day to day on-the-job training and inter-action with key technical and management personnel, complemented by well-targeted short term training, and academic training if and as critical technical needs are identified.

Institutional strengthening has been more successful for GreenCom, which has institutionalized Project activities within the Ministry of Education, SEMA and PANAVIS. It is interesting to note that GreenCom was able to institutionalize environmental communications capability within SEMA, even through the period of a controversial Director, perhaps because environmental education is less politically sensitive than is policy reform.

The evaluation team concludes that the Project has not been able to strengthen SEMA's policy analysis capacity, even after the current director was named. It also has been unable to implement alternatives for strengthening policy reform capacity, such as working with the MAG's Office of Policy Analysis to strengthen its ability to analyze environmental and natural resource management policy issues and formulate improved policy responses. While the technical assistance team has had some contacts with NGOs such as CODES/FUSADES and PRISMA, we could see no evidence of attempts to strengthen their policy analysis and formulation capacity.

In the technology area, the Project did some earlier work with CENTA in the Demonstration Area, but could and should have continued working closely with CENTA to strengthen its extension program in soil and water management and agro-forestry on hillside farms. An early priority of the Project should have been to work with SEMA and CENTA to develop a memorandum of understanding establishing what each organization would do and how they would work together to carry out an improved, expanded natural resources management technology transfer program in the Demonstration Area. The Project instead has chosen to develop a parallel technology transfer program.

Lack of focus on strengthening the capacity of national organizations to engage in policy reform, and to carry out natural resources management extension programs, raises serious concerns about the sustainability of those component activities once Project funding terminates.

3. RECOMMENDATIONS:

- a. That the separate identity and status of the "Green Project" be ended promptly and that USAID/El Salvador use the resources remaining under EPP to work closely with MIMA, the environmental/natural resources management staff of MAG/OAPA, and with the natural resources studies personnel of CODES/FUSADES, and PRISMA to strengthen policy analysis and formulation capacity related to water issues within each organization.
- b. That USAID/El Salvador and Abt agree on modifications of the T.A. action plan to include priority focus on working with MIMA and MAG to develop a formal memorandum of understanding, to be signed by both organizations, which defines the roles and responsibilities of each in carrying out natural resources management technology transfer programs in the Demonstration Area.
- c. That USAID/El Salvador and Abt agree on modifications of the T.A. action plan to include development of a formal memorandum of understanding among MIMA, DGRNR and CENDEPESCA and any participating NGOs, defining the roles, responsibilities and relationships of each in carrying out the protected areas program for the Barra de Santiago.

V. GENDER ISSUES

Project performance on addressing gender issues has been mixed. In each of the components, there have been varying levels of concern and activity.

A. POLICY REFORM

An effective policy reform process must incorporate consideration of gender issues to assure that the role of women in natural resources management and their decision role related to

impacts of family and economic activities on the environment are adequately treated. The Environmental Policy Reform (EPR) component has been sensitive to gender issues in Project implementation activities. Women are well-represented among the local-hire members of the resident EPR team (two women and one man). Seven short-term consultants out of some 38 were women. Approximately 28% of all participants in EPR-assisted events and fora have been women, close to the one-third goal of SO4 results package 4.2.1. Worthy of special mention is the major contribution made by one female environmental legal consultant to the process and content of the draft forestry law. Finally, the draft environmental law appears to be gender neutral, as it should be.

B. DEMONSTRATION OF BENEFITS

In the Green Project DA team, two of the six extensionists are women. These promoters are charged with training women in tasks related to house keeping chores that are traditionally undervalued as a contribution to the overall workload on the farm. Despite this effort, the Project has not given sufficient value to the role of women and their contribution to family livelihood. For example, it does not recognize the fact that in the Project area many women are heads of households and even when they are not, they are responsible for home gardens and small animal production. In fact, according to CENTA, women in the Project area shoulder 40% of the work load of the integrated farm system. The CENTA vision statement expressly recognizes the important productive role of women in agriculture. CENTA also has personnel to help partner agencies incorporate their vision statement into their work strategies.

By distancing themselves from CENTA, the DA field team has lost CENTA's experience in gender issues. Also, consultants brought into the demonstration area were not specifically asked to consider the role of women or to give women equal treatment in the farm production system. By failing to recognize the productive role of women, the Project missed opportunities for synergisms resulting from integrated production. Women and children are responsible for raising chickens and other small animals as well as tending the home garden. Women should receive training in appropriate improved technologies which would help them better manage their integrated tasks. A simple example of this would be training women and children in the production and harvest of forage grass in live barriers for animal feed. Women can make a tremendous contribution to the integrated farm system if they are valued equally and given proper training in order to take advantage of their productive role.

C. ENVIRONMENTAL EDUCATION AND COMMUNICATION

In environmental education, the challenge is to open opportunities to anyone interested. This requires that materials be produced which show both men and women in equally positive roles. When there is a need to show negative roles, every effort should be made to balance these representations also. Proper treatment of gender issues in education is especially important because of the subtle character of the material. Negative roles for either women or men can be portrayed without a single word.

In the materials produced by GreenCom, with one notable exception, there is a good balance between the representation of the sexes in positive and appropriate roles. All materials except the videos give a balanced gender view. In the videos, several people from different walks of life are interviewed but all of the professional people interviewed were men. When this was pointed out, it was noted by GreenCom that in the walks-of-life represented by those interviewed, there are no women. While this may be true in a few cases, we are inclined to doubt this for many walks-of-life. In the future, greater efforts should be made to find women in professional positions to be interviewed. The narration for the videos was done by a man. One way to create a positive gender balance would be to have a woman narrate at least some or part of the videos.

In training activities carried out by GreenCom, there was an effort to balance participation. Some job categories had low participation of women and some had low participation of men. This appears to be due to the character of the individual jobs. For example, there were more women teachers and more men park guards trained.

In the area of consultants hired for the Project, both men and women were given activities of equal importance for attaining the goals of the Project. This has helped to maintain a good balance within the Project. This appears to be confirmed by the gender balance attained by most of the materials produced or influenced by the Project.

VI. LESSONS LEARNED

A. POLICY REFORM PROCESS

When providing technical assistance for environmental and natural resources management policy reform, there is a well established set of steps that move from the conceptual level to the specific level of formulating the rules by which the intended outcome is to be achieved. This process involves reaching consensus on a common vision and a strategy to implement the vision. From this fundamental base, a policy framework and agenda can be developed, which should be widely consulted in a properly structured process. With these steps accomplished, the process can move on to the technical legal process of developing legislation and regulations to facilitate the desired policy change. Of course, to be successful a sound technical approach to policy development and reform must be accompanied by some level of political will supporting the direction of reform. As noted earlier, this has been problematic in El Salvador for much of this Project's life.

B. EXECUTIVE VS LEGISLATIVE PREROGATIVES

The established custom in El Salvador and many other countries is for the executive branch to develop and submit proposed legislation to the legislative branch for approval. In the case of the proposed environmental law developed under this Project, the approval and support of the executive branch was not obtained prior to SEMA's submission of the draft law to the legislature. The Assembly made changes in the draft submitted by Project consultants and then submitted it for nation-wide consultation. The final product, which included many insertions by special interest groups, was sent to the executive branch for their review. Not surprisingly, the executive branch took its time in reviewing the law and then returned it to the Assembly with a number of changes that some Assembly members found unacceptable. As a result, the draft law, has languished for months with serious doubts about whether it should be acted upon at all in its present form. The lesson learned is to make sure that any proposed legislation conforms to the vision, strategy and policy framework of the incumbent executive branch, and that it is thoroughly reviewed and approved before it is submitted to the legislative branch for its approval.

C. INTER-INSTITUTIONAL COOPERATION

In a complex Project such as EPP, with many actors and overlapping jurisdictions, it is important to clearly define the respective roles and responsibilities of participating organizations and to formalize them through some form of written understanding signed by all parties. The lack of close cooperation in the demonstration area among CENTA, SEMA and the technical assistance team provide a good illustration of what can go wrong when there is no common understanding of what needs to be done. If the participating parties had invested the time and effort to reach agreement on a common approach to natural resources management technology transfer, much more progress could have been made toward meeting the Project

objective of developing and diffusing soil and water conservation and agro-forestry technologies to the target population.

D. IMPORTANCE OF ENVIRONMENTAL JOURNALISTS

The Project has made a major effort to improve the quality of environmental coverage in major newspapers and television channels. Environmental journalists received training in environmental topics and communications techniques both in country and in the U.S. The Project initiated an annual Environmental Journalism Awards ceremony, sponsored by private industry, which rewards journalists who have performed in an outstanding manner in print and on television. As a result of these efforts, the quantity and quality of coverage of environmental topics has increased substantially in the past two years. The lesson learned is that environmental journalists can and should play a critical role in raising public awareness and concern about environmental issues, especially on water-related issues.

Annexes for the Mid-Term Evaluation of the USAID/El Salvador Environmental Protection Project

June 1997

Evaluation Team Members
John O'Donnell, Team Leader
Fred Mann
Robert Peck
Raymond Dodd

Contract Number 519-0385-C-00-7066-00

Cambridge Consulting Corporation
1410 Spring Hill Road, Suite 450
McLean, VA 22102

**LIST OF ANNEXES FOR MID-TERM EVALUATION OF
USAID/EL SALVADOR'S ENVIRONMENTAL PROTECTION PROJECT**

ANNEXES

- A. EVALUATION SCOPE OF WORK
- B. CONTRIBUTION OF EPP TO RESULTS FRAMEWORK FOR SO#4
- C. LIST OF INDIVIDUALS AND AGENCIES CONTACTED
- D. SCHEDULE OF INTERVIEWS AND FIELD VISITS
- E. LIST OF DOCUMENTS CONSULTED
- F. PROJECT CHRONOLOGY (SPANISH)
- G. TECHNICAL ANNEX: POLICY REFORM
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- I. TECHNICAL ANNEX: ENVIRONMENTAL EDUCATION AND COMMUNICATION

ANNEX A

EVALUATION SCOPE OF WORK

519-0385-C-00-7066-00

SECTION C

SECTION C - DESCRIPTION/SPECIFICATIONS/WORK STATEMENT

C.1. ACTIVITY TO BE EVALUATED

Title: Environmental Protection Project

Project Number: 519-0385

LOP Funding: \$20,000,000 (DA Grant Funds)
\$ 7,000,000 (Counterpart Funds)

Project Elements: (DA funding levels)

I: Environmental Policy Formulation and Reform	\$7,000,000
II: Demonstration of Benefits	\$6,600,000
III: Environmental Education	\$4,000,000
IV. Audit	\$ 400,000
V: Management/Evaluation	\$1,000,000
VI: NGO Strengthening	\$1,000,000

LOP Dates: Project Authorization Date: April 1, 1993
Project Completion Date: March 31, 1999.

C.2. PURPOSE OF THE EVALUATION

This mid-term evaluation has the following purposes:

- Evaluate mid-term progress of project implementation under Elements I, II, and III, and recommend mid-course corrections so that the Project fully contributes to the attainment of the Mission's Environmental Strategic Objective #4, including the Mission's new emphasis on water.
- Review and analyze "End of Project" (EOPS) outputs defined in the Original Project Paper and technical assistance contracts, in light of Mission reengineered Strategic Objective #4, Intermediate Results, and indicators, and recommend changes as required (minimal emphasis).
- Evaluate host country capability and commitment in accomplishing the purpose and objectives of the Project.
- Evaluate the impact of project activities on the target population (as defined in the project agreement), both intended and unintended.

- Distill "lessons learned" which briefly describe issues that may be generic to natural resources management projects and possible solutions/recommendations.

C.3. BACKGROUND

The Environmental Protection Project (519-0385) is comprised of three operational components: Environmental Policy (Element I), Demonstration of Benefits (Element II), and Environmental Education (Element III). The Project was authorized in April 1993. Elements I and II are known as the GREEN Project. Technical assistance for these two components is provided by a consortium composed of Abt Associates prime contractor, and Winrock International and RONCO, as sub-contractors. The Environmental Education Component receives technical assistance through a delivery order under the AID/Washington funded GreenCOM Project.

The purpose of the Project is to halt and then reverse degradation of El Salvador's natural resources base to safeguard year-round water supplies and rural incomes.

The arrival of the technical assistance teams were a) The GreenCOM/AED in March 1994 and b) the Abt Consortium team in June 1994. Institutional changes in the counterpart GOES agencies and in the technical assistance team slowed initial progress, but the Project gained momentum in mid 1995 and 1996. The original design of the project dates to 1991, and there have been major changes both in GOES institutions and USAID's organization and environmental purpose since then. This mid-term evaluation comes at an ideal time to make mid-course corrections so that the remainder of the project contributes fully to the Mission's SO#4.

C.4. STATEMENT OF WORK

Task 1. Since the original design of the Project, the Mission has undergone two internal management and focus restructuring which are reflected in various Mission strategic planning documents. Although these changes have affected Project implementation, they are not reflected in the Project Agreement nor the technical assistance contract amendments. To amend these documents to better reflect the Mission's current environmental and natural resources objectives, the evaluation team will describe, compare, and analyze:

- the End of Project Outputs as proposed in the Project Paper; (minimize)
- the Program Outcomes of the Strategic Objective #5 Program Tree (1994-June 1996); (minimize)
- the new Strategic Objective #4, Framework, Results, and indicators;
- Annex I of the Project Agreement; and
- the Statement of Work of the technical assistance contracts.

Based on the analysis, the evaluation team will recommend changes in the Project Agreement and technical assistance contracts that will align the activities and project documentation with AID's new Strategic Objective #4, Results Packages, and Intermediate Results. In addition, the team will provide specific recommendations on the advisability of carrying this project through the strategic planning period.

Task 2. Evaluate overall management of the Project by Abt Associates (prime contractor), Winrock and RONCO (subcontractors), and the delivery order under the Academy for Educational Development. Are Project objectives clear to the technical assistance consortium? Does the technical assistance team have sufficient and adequately qualified personnel to implement the project? Is home office support responsive, timely, and efficient? Has the technical assistance team, in conjunction with the host country counterpart, developed a workable project administration and implementation structure? Are there clear lines of authority within the Project Implementation Unit? Is procurement of the goods and services done in a timely, efficient and cost-conscious manner? Briefly review Mission management of the project, as it relates to future coordination and supervision.

Task 3. Describe and analyze the Policy Component, its specific achievements, and its contribution to Results Package #2. In October 1995, USAID/El Salvador contracted an evaluation of the Policy Component, and as a result of that evaluation the focus and outputs of the component have been revised. The evaluation team will describe and analyze the new focus of the Policy Component, and its accomplishments to date. The team will describe and analyze how gender is incorporated into the policy component and how important gender is in the attainment of the component's outputs. The team will recommend areas where the Component can be strengthened, and expanded or narrowed in its focus, to better contribute to the achievement of the policy results of the Mission's strategic objective.

Task 4. Describe and analyze the management of and the outcomes achieved by the Environmental Education component, their contribution to Results Package #1 of the Strategic Objective. This component is implemented through a delivery order to the USAID centrally funded GreenCOM Project. Particular attention should be paid to the benefits accrued to the USAID/EL Salvador environmental program by its association with the GreenCOM core project. The team will describe and analyze how gender is incorporated into the environmental education component and how important gender is in the attainment of the component's outputs. The team will recommend areas where the Component can be strengthened, and expanded or narrowed in its focus, to better contribute to the achievement of the Environmental Education results of the Mission's environmental strategic objective.

Task 5. Describe and analyze the management of and the achievements to date of the Demonstration of Benefits component of the Project in the Demonstration Area in Ahuachapan, and its contribution to the Results Package #2 of the Mission's environmental strategic objective. The team will describe and analyze how gender is incorporated into the demonstration area component and how important gender is in the attainment of the component's outputs. Specific attention should be given to the counterpart arrangements and Government of El Salvador's (GOES) commitment to the Demonstration Area and to the natural resources management issues represented by the various ecosystems of the area (i.e. protected areas and buffer zone management, artisanal fishing, mangrove management, etc.). The team will recommend areas where the Component can be strengthened, and expanded or narrowed in its focus, to better contribute to the achievement of the increased use of environmental technologies and practices results of the Mission's environmental strategic objective.

Task 6. Describe and analyze the long-term sustainability (financial, institutional and technical) of project benefits and capacity building of project activities. Is there sufficient political support both at the local and national levels for benefits to continue? Propose specific actions that should be continued or initiated to assure the lasting impact of project initiated benefits.

Task 7. Describe the potential role for NGOs in supporting the Mission in achieving its Environmental Strategic Objective.

Review NGO activities linked to the Environmental Protection Project via the Initiative for the Americas Environmental Fund Debt Reduction for El Salvador (FIAES).

Interview NGO community members and other key Salvadorans in order to assess NGO roles to date and their potential for the future.

Identify general strengths, weaknesses and needs for assistance to strengthen key NGOs.

C.5. METHODS AND PROCEDURES

Prior to arriving in-country the evaluation team should familiarize itself with the basic project design and implementation documents which will be provided to the team by USAID/El Salvador. Upon their arrival in El Salvador, the Contractor will meet with the Strategic Objective #4 team. When detailed instructions and expectations will be given to the evaluation team.

Within three days the evaluation team will share the evaluation work plan with member of the SO4 team and develop a detailed schedule of interviews and site visits. The evaluation team will hold bi-weekly progress meetings with the AID SO4 team members.

The evaluation team will interview key project personnel, national counterparts, Mission staff, and a sampling of the intended beneficiaries of each component. The team may wish to carry out a rapid appraisal technique to analyze the impact of project activities on targeted beneficiaries. The team will review all documents and data relevant to quantifying project progress. The evaluation report should provide empirical findings to the questions and tasks described in the scope of work. Conclusions (interpretations and judgements) should be based on the findings, and recommendations based on an assessment of the results of the evaluation exercise. The evaluation team should also provide lessons learned that may emerge from the analysis.

C.6. REPORTING REQUIREMENTS

The Contractor will submit a draft report in English and in Spanish, at the end of the 5th work week. A final report acceptable to all Parties, will be submitted in both languages prior to the team leaving the country. (5 copies each)

The evaluation report shall contain the following sections:

- Project Identification Data Sheet (to be provided by USAID/El Salvador)

- Table of Contents
- Executive Summary that states the development objectives of the activity evaluated, purpose of the evaluation, study method, findings, conclusions, recommendations, and lessons learned about the design and implementation of this type of activity.
- Body of the Report
 - Introduction:
Background; Purpose of the Evaluation; Team Composition; Evaluation Methods; Project Setting (Current and during the design); Natural Resources and Environmental Management Dynamics; Political, Social, Economic and institutional Setting.
 - Brief Description of the Project:
Summary of the Components; Budgetary Support Levels; Project Paper EOPS; Current SO#4 Results Framework.
 - Presentation of Section IV, Tasks 1-7: Presentation and discussion of the evidence and findings of the study concerning the issues and topics listed in Section IV Scope of Work, Tasks 1-7.
 - Conclusions drawn from the findings, stated in succinct language.
 - Recommendations based on the study findings and conclusions, stated as actions to be taken to change the Project Agreement and technical assistance contracts in order to align the activities and project documentation with AID's new Strategic Objective #4 Results Packages and Intermediate Results.
 - Lessons learned.
- Appendices
 - Copy of the evaluation scope of work
 - Results Framework for SO#4
 - List of documents consulted
 - List of individuals and agencies contacted
 - Technical annexes, as required.

A six-day work week is authorized.

END OF SECTION C

ANNEX B

CONTRIBUTIONS OF EPP TO RESULTS FRAMEWORK FOR SO #4

STRATEGIC OBJECTIVE 4: INCREASED USE OF ENVIRONMENTALLY SOUND TECHNOLOGIES AND PRACTICES IN SELECTED FRAGILE AREAS.

RESULT NO. 4.1: INCREASED AWARENESS OF THE IMPORTANCE OF ENVIRONMENTAL ISSUES.

RESULT NO. 4.1.1: ENHANCED MASS MEDIA ATTENTION TO ENVIRONMENTAL ISSUES.

The Project has made major contributions to enhanced mass media attention to environmental issues. GreenCom, through its training programs and seminars for environmental journalists, has substantially increased their knowledge of and interest in environmental topics and communications techniques. The annual awards program for environmental journalists has promoted and rewarded excellence in environmental reporting. As a result of these programs, coverage of environmental issues in print and on television has increased in both quantity and quality. There has also been a move from strident criticism to fuller, more reasoned discussion of the causes of environmental pollution and the steps necessary to deal with them.

RESULT NO. 4.1.2: IMPROVED COVERAGE OF ENVIRONMENTAL ISSUES IN EDUCATION INSTITUTIONS.

The Project has made major strides in helping to bring about increased coverage of environmental issues in educational institutions. GreenCom has worked closely with the Ministry of Education to produce teacher guides for primary education, and is working with MINED to prepare materials for secondary education. GreenCom also prepared five video programs (on water, soil, forest, bio-diversity and urban environment) ten audio programs (on water and the environment) and environmental message boards for schools in the demonstration area. The personnel in the Environmental Education and Communications unit of the Ministry of Education have been trained and are capable of carrying on EE/C activities when the GreenCom activity ends.

RESULT NO. 4.1.3: ENHANCED GOES AND NGO ENVIRONMENTAL EDUCATION CAMPAIGNS AND ACTIVITIES

GreenCom has worked closely with the SEMA EE/C unit to carry out environmental education campaigns over the past two years. In this effort, as with others, GreenCom has viewed itself as a catalyst, carrying out activities in a way which requires active participation and institutional investment of resources by counterparts. With each campaign, the SEMA staff has taken on more responsibility so that it can assume full management of the activity when GreenCom funding ends. GreenCom has also worked with the EE/C units of the Parks and Wildlife Division (PANAVIS) of the Directorate General of Renewable Natural Resources (DGRNR), SALVANATURA, CENTA and AMAR to improve their ability carry on EE/C activities.

RESULT NO. 4.2.1: ENHANCED PARTICIPATION IN ENVIRONMENTAL EVENTS/FORA BY POLICY MAKERS, DECISION MAKERS.

The Project is exceeding annual and cumulative quantitative targets set for this indicator. Based on a random review of participants at environmental events/fora managed and sponsored by EPR, approximately 75% of these fall within the broad USAID definition of policy/decision-makers. Based on this estimate, 2,192 policy/decision-makers attended these events/fora between 1995 and the end of the first quarter of 1997. This exceeds the projected cumulative target through the year 2002. Likewise, the list of studies and documents prepared exceeds both annual and cumulative targets through 1997.

It should be noted, however, that Result No. 4.2.1 quantitative indicators do not attempt to measure quality or appropriateness of economic policy reform activities. These weaknesses in measuring Project contributions to policy reform are discussed in the policy reform section of the evaluation report and in Annex G.

RESULT NO. 4.2: INCREASED KNOWLEDGE OF ENVIRONMENTALLY SOUND TECHNOLOGIES AND PRACTICES.

See discussion below.

RESULT NO. 4.2.2: APPROPRIATE NRM TECHNOLOGIES AND PRACTICES DEMONSTRATED IN SELECTED AREAS.

Initially, the contract technical assistance team worked with CENTA to enhance its NRM technology transfer program in the Demonstration Area. Under an agreement between SEMA and CENTA, Project counterpart funds were used to pay the salaries of seven extension agents in the D.A. Project funds were also provided to purchase planting materials as incentives for farmers

to adopt soil and water management and conservation practices. However, the achievements of this program have been limited because the attention of Project personnel was diverted from this primary Project objective to carrying out Community Conservation Projects such as construction of stoves, latrines, pumps and wells. In addition, in late 1996, the SEMA director decided to stop providing extension personnel for CENTA and moved them directly under SEMA. The Green Project also decided to introduce the Farmer/Promoter methodology used under the LUPE project in Honduras, and to use their personnel plus the SEMA extensionists, to train farmers in the new approach. As a result of the excessive time devoted to Community Conservation Projects, the effort to develop and transfer soil and water conservation and agro-forestry practices to the target population fell behind schedule. The decision to reduce support to CENTA and to strike out on a different tack with the farmer/promoter program raises serious concerns about the sustainability of these activities when Project funding terminates. Section III,E provides a further discussion of this area and recommendations for improvements.

RESULT NO. 4.2.3: IMPROVED MANAGEMENT OF SELECTED PROTECTED AREAS AND THEIR BUFFER ZONES.

The Project provided timely and highly qualified technical assistance for developing a participative management plan for the "El Imposible" National Park. The Project has also provided technical assistance to SALVANATURA and PANAVIS in improving park management and activities in the buffer zones surrounding the park. The Project has encountered difficulties in developing a similar plan for the Barra de Santiago area. There were problems with a consultant brought in to work on the plan and with the cooperating NGO, AMAR, which had major internal problems and failed to present their application for a FIAES grant for the activity before the grant submission deadline.

RESULT NO. 4.2.4: TECHNOLOGIES AND PRACTICES OF POLLUTION PREVENTION/CONTROL DEMONSTRATED.

Performance against this result was not evaluated as activities in this area have been carried out under another USAID project.

ANNEX C

LIST OF INDIVIDUALS AND AGENCIES CONTACTED

A. GENERAL

SEMA (Secretaría Ejecutiva del Medio Ambiente)

Ing. Luis Antonio González	Executive Director
Ing. Miguel Fco. Galdámez	Sub-Director
Lic. Milagros Escamilla	Coordinator, AID Project

GREEN PROJECT (Abt Associates/Winrock/RONCO)

Dr. Carlos Rivas	Chief of Party
Lic. Atilio García	Communications Advisor
Ing. William McDowell	Demonstration Area Advisor
Dra. Archer Heinzen	Training Advisor
Lic. Ana María Linares	Environmental Law Specialist

GREENCOM

José Ignacio Mata	Chief of Party
Ana Celia Domínguez	Communications Advisor

FIAES (Fondo Iniciativa para las Américas El Salvador)

Ing. Alcides Molina	General Manager
Lic. Julio Quinteros	Project Coordinator

MAG (Ministry of Agriculture)

Ing. Ynez María Ortiz	Director General, DGRNR
Ing. Julio Olano	Deputy DG, DGRNR
Patricia Quintana	Director, Forest Service
José Luis Rodríguez	Legal Advisor, DGRNR
Lic. Ricardo Hernández	General Director, CENDEPESCA
Ing. Joaquín Larios	Nat'l Extension Coordinator, CENTA

CODES (Comisión de Desarrollo Sostenible-FUSADES)

Lic. Miguel Araujo	Executive Director
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B. POLICY COMPONENT

GREEN PROJECT

Dr. Gunars Platais	Policy Advisor
Lic. Ligia de Nuila	Lawyer/Legislation Advisor
Lic. Amanda Ulloa	Policy
Wilfredo Fuentes	Policy

SEMA (Secretaría Ejecutiva del Medio Ambiente)

Lic. José Roberto López	Policy Specialist, Planning
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MAG (Ministry of Agriculture)

Lic. Adolfo Villacorta	Director, Agricultural Sector Planning Office
Lic. Edgar Cruz Palencia	Director, Office of Agricultural Policy Analysis
Ing. Salvador Urrutia	Director, Office of Coordination of Projects

USAID/STRATEGIC OBJECTIVE TWO TEAM

Tom Hawk	Municipal Development
Ing. Jacobo Harrouch	Regional Specialist

RTI (Research Triangle Institute)

Dr. Allen Austin	Director
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NATIONAL ASSEMBLY (COMMISSION FOR THE PROTECTION OF THE ENVIRONMENT
AND PUBLIC HEALTH)

Dr. Dagoberto Gutiérrez	Former Legislator (FMLN)
Horacio Ríos	Legislator (PCN)

C. DEMONSTRATION AREA

GREEN PROJECT

Ing. Ricardo Hernández	Field Coordinator
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CENTA (Centro de Tecnología Agropecuaria y Forestal)

Ing. Fausto Calderón	Agency Head, El Peñon
Ing. Jaime Martínez Echegoyén	Agency Head, Cara Sucia

FUCRIDES

Isadra Orantes

Head of Training Center

PANAVIS

José Miguel Chinchu

Head of Park Guards in San Benito

SALVANATURA

Alfredo Paz

Head of Buffer Zone Activities

AMAR

Rubén Quintanilla

Field Director

D. ENVIRONMENTAL EDUCATION AND COMMUNICATIONS

MINED (Ministry of Education)

María Leticia de Escalante

Head, Env. Educ. Unit,
DDPEA

Vilma Sonia Aparicio

Head of Communications, DPEA

Jaime López

Environmental Technical Unit

Daisy de Campos

" " "

SEMA (Secretaría Ejecutiva del Medio Ambiente)

Lic. Blanca Ruth Alarcón

Env. Educ. Tech. Unit

Ing. Ciro Calderón

Coordinator, Env. Educ. Unit

MAG (Ministry of Agriculture)

Lic. Leonor Quevedo

Coord., Env. Educ. Unit, PANAVIS

USAID/El SALVADOR

Annie Valencia

Gender Officer

Sylvia de Palma

SABE Project

GESTION EDUCATIVA DE SAN SALVADOR

Ricardo Echegoyén

Model Schools Coordinator

E. NGOs

AMAR (Asociación Ambiental AMAR)

Lic. Rubén Quintanilla Field Specialist

ASAPROSAR (Asociación Salvadoreña Pro Salud Rural)

Dra. Vicky Guzmán de Luna Executive Director

ASPAGUA (Asociación Salvadoreña de Profesionales de Agua)

Arq. Emilia de Quintanilla Executive Director

CEDRO (Centro Educacional para el Desarrollo Rural)

Lic. José Roberto Castillo Executive Director

CEPRODE (Centro de Protección para Desastres)

Lic. Lidia Castillo Exec. Dir., former FIAES Board

CESTA

Lic. Victoria Flores Coordinator, Eco-Science Program

COMUNICADORES AMBIENTALISTAS SALVADORENAS

Nestor Martínez President

FUCRIDES (Fundación Cristiana para el Desarrollo)

Ing. Roberto Figueroa Director President

FUNDACION AMIGOS DEL LAGO ILOPANGO

Ernesto Freund President of Board

Lic. Norma de Dowe Executive Director

José Roberto Santamaría Manager

FUNDALEMPA

José Antonio Chávez Education Unit

FUPAD (Fundación Panamericana para el Desarrollo)

Arq. Carolina de Dreykorn Director

FUTECMA (Fundación Técnica Pro Medio Ambiente)

Lic. Reynaldo Quintanilla Executive Director

IDEA (Iniciativa para el Desarrollo Alternativo)

Lic. Juan Pablo Domínguez Project Chief

MONTECRISTO (Asociación Montecristo para la Naturaleza y el Desarrollo Sostenible)

Lic. Daisy Dinarte Ortega Executive Director

PRISMA (Programa Salvadoreño de Investigación sobre Desarrollo y Medio Ambiente)

Lic. Deborah Barry Executive Director

SALVANATURA (Salvanatura, Fundación Ecológica de El Salvador)

Lic. Juan Marco Alvarez Executive Director

Ing. Luis Mario Aparicio Project Manager-El Imposible

Lic. Dora Eugenia Gasteazoro Communication Manager

UNES (Unidad Ecológica Salvadoreña)

Mauricio Sermeño President of Board

F. AID

Ken Ellis Mission Director

Peter Kranstover Director, SDO
Charles North Evaluation Officer
Julio Segovia Poverty Focus
Mercy Castillo Link to SO#4

Peter Gore Team Leader, SO#4 (Environment)
Rudolfo Cristales Results Package #1 Team Leader
María Rodríguez Results Package #2 Team Leader

Mary Ott Team Leader, SO#1 (Econ Growth)
David Gardella Deputy, Economic Growth
Roberto Gavidia Link to SO#4
Silvia Palma Link to SO#4
Lito Cuellar Link to SO#4

Deborah Kennedy
Tom Hawk
Jacob Harrouch

Team Leader, SO#2 (Democracy)
Municipal Advisor
Link to SO#4

Brenda Doe
José Antonio Ramos

Team Leader, SO#3 Health
Link to SO#4

Maritza Castillo
Verónica de Calderón
Jorge García
Ricardo Vásquez

Contracts
Controller (Vouchers)
Controller (Accounting)
Controller

G. OTHER

BID (Banco InterAmericano de Desarrollo)

Ing. Fadrique Otero Sub-Representative
Ing. Hernán Romero Chavarria Water Projects

ASI (Asociación Salvadoreña de Industriales)

Ing. Rodrigo Guerra y Guerra Coefficiency Committee President

CAMARA DEL AGRO

Ernesto Alvarez President

TEXAS A&M ALUMNI IN EL SALVADOR

Eduardo Palomo President

ACADEMY FOR EDUCATIONAL DEVELOPMENT/WASHINGTON

Bria Day GreenCom Project Director
Rich Bossi GreenCom Latin American
Programs
Peter Templeton GreenCom/El Salvador Backstop

ABT/WASHINGTON

Mike Conti Managing Vice President for
Environment
Greg Michaels Senior Economist
Lily Valle Administrative Backstop for El
Salvador

CRECER

Hugo Ramos

Policy Advisor

CLUSA

Samuel Salazar

Assistant Manager

ANDA

José María Orellana
Mercedes Serrano

General Manager
Coordinator,
Coordinating Commission for
Sectoral Reform of
Water Resources
Technical Advisor

Lic. Luis Chévez

FORMER AID

Ann Lieuwendowski

Former EPP Project Manager

ANNEX D

SCHEDULE OF INTERVIEWS AND FIELD VISITS

WEEK ONE

Sunday, 4/20 Team members John O'Donnell, Fred Mann, Bob Peck and Ray Dodd arrive in El Salvador, housed at Hotel El Salvador.

Monday, 4/21 9:30 a.m. - Initial meeting with USAID El Salvador SO4 Core Team.

12:30 p.m. - Lunch with Charles North, Mission Evaluation Officer.

3:00 p.m. - Meeting with Will McDowell, Winrock, to discuss activities in Demonstration Area.

5:00 p.m. - Team meeting to review day's activities, exchange ideas and observations and plan future activities. (Team meetings for these purposes will be held at the end of every day throughout the evaluation.)

Tuesday, 4/22 10:00 a.m. - Team meeting with Jose Ignacio Mata, GreenCom Chief of Party.

2:30 p.m. - Team meeting with Carlos Rivas, Green Project Chief of Party and Milagros Escamilla, National Coordinator, Green Project.

Wednesday 4/23 10:00 a.m. - O'Donnell/Mann/Dodd attend AquaTech Conference for presentations by SEMA, SALVANATURA and the Ministry of Education.

2:00 p.m. - Team meeting with Ing. Antonio Gonzalez, Director Ejecutivo, SEMA.

Thursday 4/24 9:30 a.m. - Team meeting with the Core Team, Results Package #1 and #2 Teams, and General Support Members for Strategic Objective # 4.

11:00 a.m. - Team meeting with Peter Gore, SO #4 Team Leader and Felix Cristales, Results Package # 1 Team Leader to discuss the Evaluation Terms of Reference.

1:00 p.m. - Team meeting with Peter Gore and Rudolfo Cristales to discuss FIAES and NGO's.

Friday 4/25 Morning - Prepare Evaluation Work Plan.

3:00 p.m. - Team meeting with Peter Gore and SO#4 Core Team to present Evaluation Work Plan.

Saturday 4/26 Team Planning Meeting and Documentation Review. Ray Dodd accompanies Jose Ignacio Mata, GreenCom Chief of Party to meeting on environmental education at the university level.

WEEK TWO

Monday 4/28 9:30 a.m. - Peck meeting with Will McDowell, Demonstration Area Advisor and Carlos Rivas, Chief of Party, Green Project.

9:30 a.m. - Dodd meeting with GreenCom staff.

2:30 p.m. - Team meeting with Alcides Molina, Gerente General, FIAES (Fondo de Iniciativa para las Americas).

4:30 p.m. - Team meeting with Deborah Berry, PRISMA.

Tuesday 4/29 8:30 a.m. - Security Briefing at U.S. Embassy

9:30 a.m. - O'Donnell/Mann attend Gunars Platais, Green Project Policy Advisor, presentation to SO #4 team.

9:30 a.m. - Peck/Dodd meet with Gender Specialist, USAID/El Salvador.

11:00 a.m. - Dodd meets with Sylvia de Palma, Education Office, USAID/El Salvador.

12:00 - O'Donnell/Mann meet with Gunars Platais, Policy Advisor, Green Project.

3:00 p.m. - Team meeting with Juan Marco Alvarez, Director Ejecutivo, SALVANATURA.

8:00 p.m. - Dodd attends Environmental Journalists' Award Ceremony, Sheraton Hotel.

Wednesday 4/30 Mann/Dodd - Interviews.

John O'Donnell and Bob Peck visit Project Demonstration Area with Will McDowell, Winrock advisor, Green Project.

Thursday 5/1 Mann/Dodd - Interviews.

O'Donnell/Peck continue field visit in Project Demonstration Area, returning for FIAES field trip at 12:30 p.m.

3:00 p.m. - O'Donnell and Peck visit FIAES funded activities in Usulután and Morazan with Alcides Molina, Gerente General, FIAES and Peter Gore, SO#4 Team Leader.

Friday 5/2 Mann/Dodd - Interviews.

O'Donnell/Peck continue FIAES field trip.

Saturday 5/3 Team Planning Meeting. Prepare draft outline for evaluation report. Assign drafting responsibilities. Documentation Review.

WEEK THREE

Monday 5/5 9:30 a.m. - Team meeting with SO#4 Core Team.

11:30 a.m. - O'Donnell/Mann meet with Antonio Villacorta, Director, OSPA (Oficina Sectorial de Planificación Agrícola). Dodd to GreenCom, Peck to Green Project.

2:30 p.m. - Peck meet with Samuel Salazar, CLUSA.

4:00 p.m. - O'Donnell/Mann/Peck meet with Brenda Doe, team leaders for SO#3 (Health).

Tuesday 5/6

Peck to Demonstration Area for visits with CENTA, FUCRIDES, PANAVis, SALVANATURA and AMAR.

9:00 a.m. - Dodd meet with Maria Leticia de Escalante, Jefe de Unidad de Educacion Ambiental and Vilma Sonia Aparicio, Jefe de Comunicaciones, Ministry of Education.

10:00 a.m. - O'Donnell/Mann meet with Julio Segovia, SDO Poverty Focus Officer.

11:00 a.m. - O'Donnell/Mann meet with Mary Ott, Team Leader for SO#1 (Economic Growth).

1:00 p.m. - O'Donnell/Mann meet with David Gardella, SO#1.

1:30 O'Donnell/Mann meet with Allen Austin, RTI Chief of Party.

4:30 p.m. - O'Donnell/Mann/Dodd meet with Hugo Ramos, Policy Advisor, CRECER.

Wednesday 5/7

Peck continues in Demonstration Area.

8:30 a.m. - O'Donnell/Mann meet with Frederick Otero, Sub-Representante, and Hernan Romero Chavarria, water projects advisor, BID (Banco InterAmericano de Desarrollo).

9:00 a.m. - Dodd meets with Ricardo Echegoyen, Coordinador Escuelas Modelos, Gestion Educativa de San Salvador.

10:30 a.m. - O'Donnell/Mann meet with Miguel Araujo, Executive Director, CODES/FUSADES (Comite de Desarrollo Sostenible). Dodd to GreenCom.

1:00 p.m. - O'Donnell/Mann meet with Charles North, Evaluation Officer, USAID/El Salvador.

1:30 p.m. - Dodd meets with Lic. Leonor Quevedo, Coordinadora Unidad de Educacion Ambiental, PANAVis.

2:30 p.m. - O'Donnell/Mann meet with Salvador Urrutia, Director, OCP (Oficina de Coordinacion de Proyectos).

Thursday 5/8 Peck continues in Demonstration Area.

8:30 a.m. - O'Donnell/Mann meet with Deborah Kennedy, Team Leader SO#2.

9:00 a.m. - Dodd meets with Jose Antonio Chavez, FUNDALEMPA (ex-PANAVIS).

10:30 a.m. - O'Donnell/Mann meet with Ernesto Freund, President, Fundacion Amigos del Lago Ilopango, Norma de Dowe, Executive Director, and Jose Roberto Santamaria, Manager.

2:00 p.m. - O'Donnell/Mann meet with Dr. Dagoberto Gutierrez, former FMLN deputy.

2:00 p.m. - Dodd meets with Jaimy Lopez and Daysi de Campo, Unidad de Educacion Ambiental, MINED.

3:30 p.m. - O'Donnell/Mann meet with Jose Maria Orellana, Gerente General, ANDA.

4:00 p.m. - Dodd meets with Daisy Dinarte, Asociacion Monte Cristo.

4:30 p.m. - O'Donnell/Mann meet with Mercedes Serrano de Hernandez, Coordinadora, Unidad Coordinadora de la Modernizacion, Comision Coordinadora para la Reforma Sectorial de los Recursos Hidricos and Lic. Luis Chevez, Asesor Tecnico.

Friday 5/9 8:00 a.m. - O'Donnell/Mann meet with Edgar Cruz Palencia, Director OAPA (Oficina de Analisis de Politica Agropecuaria), MINAG.

8:00 a.m. - Dodd meets with Mauricio Sermenon, President, UNES.

1:30 p.m. - Dodd meets with Jose Ignacio Mata, Chief of Party, GreenCom.

Saturday 5/10 Team Planning Meeting. Begin drafting sections of report.

WEEK FOUR

Monday 5/12 8:30 a.m. - Mann/Peck meet with Ynez Maria Ortiz, Director General, DGRNR; Julio Olano, Deputy Director General, DGRNR; Patricia Quintana, Director, Forestry Service; and Jose Luis Rodriguez, Legal Advisor, DGRNR.

11:00 a.m. - Dodd meets with Victoria Flores, CESTA.

2:00 p.m. - Team Meeting with SO#4 Core Team.

4:30 p.m. - Peck/O'Donnell meet with Will McDowell, Demonstration Area Advisor

Tuesday 5/13 8:00 a.m. - Dodd meets with Jose Roberto Castillo, CEDRO.

8:30 a.m. - Peck meet with Ricardo Hernandez, Director, CENDEPESCA.

9:30 a.m. - Dodd meets with Lidia Castillo, Executive Director, CEPRODE (Centro de Proteccion para Desastres).

11:00 a.m. - O'Donnell/Mann meet with Rodrigo Guerra y Guerra, Asociacion Salvadorena de Industrias.

2:00 p.m. - Dodd meet with Emilia de Quintanilla, ASPAGUA.

2:00 p.m. - O'Donnell/Peck meet with Joaquin Larios, National Extension Director, CENTA.

2:30 p.m. - Mann meets with Tom Hawk, Municipal Advisor, USAID/El Salvador.

5:00 p.m. - O'Donnell/Peck meet with Hernan Romero Chavarria, BID Water Projects.

Wednesday 5/14 Report Preparation.

9:00 a.m. - Dodd meets with Reynaldo Quintanilla, Executive Director, FUTEOMA.

11:30 a.m. - Team Planning Meeting

3:00 p.m. - O'Donnell/Mann meet with Horacio Rios, Diputado, Asamblea Nacional, former Director Ejecutivo, SEMA.

4:30 p.m. - O'Donnell meets with Carlos Rivas, Chief of Party, Green Project.

Thursday 5/15 Report Preparation.

10:00 a.m. - O'Donnell attends presentation on new water strategic objective.

3:00 p.m. - Team meeting with Antonio Gonzalez, Director Ejecutivo, SEMA.

Friday 5/16 2:00 p.m. - Team meeting with SO#4 Core Team.

3:30 p.m. - Meet with Ken Ellis, Mission Director.

Saturday 5/17 Report Preparation. Prepare for briefing for USAID El Salvador on Tuesday 5/20.

Sunday 5/18 Report preparation.

6:00 p.m. - O'Donnell telephone interview with Ann Lieuwendowski, former USAID project manager for EPP.

WEEK FIVE

Monday 5/19 Report preparation.

Tuesday 5/20 9:30 a.m. - Presentation on Team findings, conclusions and recommendations for Strategic Objective #4 Team and other interested USAID participants.

12:00 p.m. - O'Donnell/Peck meet with Carlos Rivas, COP, Green Project.

Wednesday 5/21 Report preparation.

2:00 p.m. - Peck meets with Milagros Escamilla, National Coordinator for EPP, SEMA.

Thursday 5/22 Report preparation

Friday 5/23 Complete draft report in English and Executive Summary in Spanish and submit five copies of each to USAID El Salvador.

Saturday 5/24 Continue preparation of draft report in Spanish.

9:00 a.m. - Team meeting with Peter Gore, SO#4 team leader and Morris Israel, AID/W.

Sunday 5/25 Bob Peck and Ray Dodd depart.

WEEK SIX

Monday 5/26 Continue preparation of draft report in Spanish.

Tuesday 5/27 Complete preparation of draft report in Spanish. Submit five copies to USAID El Salvador.

Wednesday 5/28 Revise report to reflect comments on draft.

Thursday 5/29 Revise report to reflect comments on draft. Submit final report to USAID/El Salvador.

Friday 5/30 John O'Donnell and Fred Mann depart.

5/23/97

ANNEX E

LIST OF DOCUMENTS CONSULTED

GENERAL

Aguilar, María Luisa Reyna de; Thomas, Gwen Michele; Linares, Carlos A.; and Brinkerhoff, Derick W.; *Green Project, Medio Ambiente y Desarrollo, Análisis de Grupos Interesados y Mapeo Institucional: Afectados y Beneficiarios de la Toma de Decisiones*, Abt Associates, October 11, 1996.

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COMPONENTS

1. POLICY AND LEGISLATION

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2. DEMONSTRATION AREA

Alberti, Amalia, *Factores Culturales que Inciden en las Decisiones del Sector para Invertir Actividades Forestales*, Green Project, October 1996.

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ANNEX F

DESARROLLO CRONOLOGICO DEL PROYECTO PROTECCION DEL MEDIO AMBIENTE GREEN PROJECT GOES/USAID 519-0385

FECHA	EVENTO
Abril de 1993	El 1o de abril se firma el Convenio de Donación entre los gobiernos de El Salvador y los Estados Unidos, bajo el número 519-0385. Por el Salvador lo suscriben el Ministerio de Planificación y Coordinación del Desarrollo Económico y Social y el Ministerio de Agricultura y Ganadería.
Marzo de 1994	Inicia el Componente de Educación.
Mayo de 1994	El Convenio es ratificado por la Asamblea Legislativa y entra en vigencia.
Junio de 1994	El 1o. de junio toma posesión el nuevo gobierno. Concluye la administración de Alfredo Cristiani y comienza la de Armando Calderón Sol. Hay cambios de ministros y de funcionarios.
	Llega a El Salvador el primer Chief of Party del Proyecto, Roger Norton, con los asesores de Políticas (Gunars Platais), del Area Demostrativa (Thomas Gardiner), la encargada de compras (Margarita Torres Lovo) y el especialista en información geográfica (Nelson Olaf).
	SEMA pasa a ser la Unidad Coordinadora del Proyecto, adscrita al Ministerio de Planificación (MIPLAN), y el MAG continúa como Unidad Ejecutora.
	Sale el Director de USAID (Charles Costello) y lo reemplaza Henry Reynolds como director interino
Julio de 1994	El Director de SEMA, Miguel Araujo, es sustituido por Horacio Ríos, dentro de los cambios por el nuevo gobierno.
Noviembre de 1994	El Chief of Party (Roger Norton) es removido del Proyecto.
	El 29 de noviembre nombran un nuevo Project Manager (Anne Lieuwendowski).
Diciembre de 1994	El 16 de diciembre sale el Project Manager (Peter Gore).
	El asesor del Area Demostrativa (Thomas Gardiner) renuncia.
	Llega el Chief of Party interino (Rolando Jirón).
Febrero de 1995	Sale el Chief of Party interino (Rolando Jirón).
	Sale el especialista en bases de datos e información geográfica (Nelson Olaf).
	Sale el director interino de USAID (Henry Reynolds) y asume Carl Leonard.
Marzo de 1995	Llega nuevo Chief of Party (Carlos Rivas).
Mayo de 1995	Llega nuevo asesor del Area Demostrativa (William McDowell).

Septiembre de 1995	Desaparece el Ministerio de Planificación y Coordinación del Desarrollo Económico y Social (MIPLAN) y se convierte en Ministerio de Coordinación y Desarrollo Económico y Social (MICDES).
Octubre de 1995	Inicia proceso de reingeniería al interior de la USAID.
	Se realiza un "assessment" sobre la situación del Proyecto dado que el diseño original del Componente de Políticas no se puede implementar tal como fue diseñado.
Noviembre de 1995	Se realiza un estudio comunicacional sobre el Proyecto a fin de mejorar su imagen y lograr una mejor apertura de trabajo con las contrapartes.
	El 22 de noviembre inicia el proceso de consulta del Anteproyecto de Ley del Medio Ambiente en coordinación con SEMA y la Comisión del Medio Ambiente de la Asamblea Legislativa.
Enero de 1996	Desaparece el Ministerio de Coordinación y Desarrollo Económico y Social (MICDES) y se convierte en Viceministerio de Relaciones Exteriores y Cooperación Internacional. SEMA queda bajo la autoridad del Viceministro.
	Se crea la Unidad de Implementación del Proyecto con la aprobación de USAID en la carta de implementación No. 20. Se da una separación física de SEMA.
	Se presenta Plan de Trabajo bajo nuevo esquema y orientación del Proyecto como Unidad de Implementación.
Febrero de 1996	Renuncia el Director de SEMA (Horacio Ríos) y la institución queda acéfala.
Marzo de 1996	Sale Coordinador Nacional del Proyecto (Manuel Ponce).
	El 19 de marzo termina proceso de consulta del Anteproyecto de Ley del Medio Ambiente.
Abril de 1996	El 12 de abril se hace entrega del Anteproyecto de la Ley del Medio Ambiente a la Comisión del Medio Ambiente de la Asamblea Legislativa, en acto oficial de carácter público. En este acto participa la Directiva de la Asamblea Legislativa.
	Los días 22 y 23 de abril se realiza la Conferencia de la Tierra, como evento conmemorativo del Día de la Tierra en el cual se hace el relanzamiento del Proyecto bajo el nombre Green Project. A la inauguración asisten las más altas autoridades de los tres poderes del Estado. SEMA sigue sin director.
Junio de 1996	El 3 de junio asume el cargo el nuevo Director Ejecutivo de SEMA (Antonio González Pacheco), luego de 4 meses de estar acéfala dicha institución.
Julio de 1996	Inicia proceso de análisis de incentivos forestales en coordinación directa con el Ministro de Agricultura y Ganadería, Oscar Manuel Gutiérrez. Participa representantes de diversos sectores del país (empresa privada, ONG's, gobierno, etc.).
	Sale el director del Equip Estratégico (SO4) y de la Oficina de Recurso Productivos (Gordon Straub) de USAID.
Agosto de 1996	Se publica el documento "El sector forestal en El Salvador, Visión para el año 2025" que luego fue llamada "Visión 2021". Este constituye un importante punto de partida para la política forestal de El Salvador.

Septiembre de 1996	Nombran a nuevo oficial del medio ambiente (Peter Gore) responsable del SO4.
	El 28 de septiembre el Ministro de Agricultura y Ganadería (Oscar Manuel Gutiérrez) renuncia
	USAID define que el Proyecto debe volver nuevamente a depender de SEMA.
	Nombran nuevo Coordinador Nacional del Proyecto (Milagro Escamilla), luego de seis meses.
Octubre de 1996	Nombran a nuevo Ministro de Agricultura y Ganadería (Ricardo Quiñonez). Se trabaja con el nuevo funcionario para inducirlo en el proceso de incentivos forestales.
	Como producto de la reingeniería en USAID, se da una reestructuración del Departamento de Desarrollo Rural y se convierte en el Objetivo Estratégico No. 4 (SO4).
	USAID plantea separación del Componente de Educación Ambiental de Green Project, debido a la nueva estructuración del SO4.
Noviembre de 1996	El día 4 de noviembre se realiza el foro: "Política e incentivos forestales, una propuesta para El Salvador". Asisten el Ministro de Agricultura y Ganadería y el Minsitro de Hacienda. Se producen 19 documentos técnicos que dan base a los incentivos forestales y se distribuyen a los grupos de interés.
	Se inicia la elaboración del Anteproyecto de Ley Forestal, en seguimiento al Foro.
	Se efectúa una readaptación del Proyecto al esquema de "paquetes de resultados".
Enero de 1997	El 15 de enero se presenta para aprobación el plan anual de actividades a la Project Manager.
	A finales del mes USAID aprueba la separación del Componente de Educación Ambiental.
	SEMA pasa a ser dependencia del Minsiterio del Interior y su presupuesto queda en al Ley de Presupuesto bajo su jurisdicción.
	Se presenta el plan para el Día de la Tierra, ante funcionarios de la Embajada de los Estados Unidos, USIS y del SO4. En el evento se plantean como objetivos: a) relanzar a SEMA para que cobre liderazgo, y b) impulsar el tema forestal en seguimiento al trabajo de incentivos forestales iniciados el año anterior.
Febrero de 1997	Concluye proceso de consulta de Anteproyecto de Ley Forestal y talleres divulgativos, iniciado en enero de 1997.
	Se reciben comentarios sobre el Plan de Actividades de parte del SO4.
	El 28 de febrero renuncia el responsable del Project Manager (Anne Lieuwendowski) y asume la función Peter Gore.
Marzo de 1997	Se cancela la participación institucional de SEMA y Green Project en el Día de la Tierra, por imposibilidad de cumplir condiciones para el financiamiento del evento por parte de USAID.

	El 16 de marzo se dan las elecciones para alcaldes y diputados en El Salvador. El partido gobernante pierde varias curules en el parlamento. En mayo habrá una nueva Asamblea Legislativa y una nueva Comisión del Medio Ambiente. El exdirector de SEMA (Horacio Ríos) es electo diputado por un partido de oposición y se espera que forme parte de la Comisión del Medio Ambiente.
	El 21 de marzo se envía el Plan de Actividades a SEMA, atendiendo <u>indicaciones</u> y observaciones hechas por el SO4.
Abril de 1997	Hasta la segunda semana de abril el Plan de Actividades continúa en revisión y sin aprobación y no se pueden efectuar nuevos gastos hasta que éste haya sido aprobado. Las actividades a iniciar (Ley de Incentivos Forestales, "deuda Agraria por Naturaleza", consultores para el Area Demostrativa, etc.) s-09 e paralizan debido a este impasse.
	La Ley de Medio Ambiente se espera que sea aprobada por la actual Asamblea Legislativa antes de mayo.
	La Ley de Creación de SEMA sigue pendiente por parte del Gobierno. Sigue en discusión si debe quedar adscrita a la Vicepresidencia de la República o al Ministerio de Agricultura y Ganadería. El gobierno discute una fusión de SEMA con la Dirección de Recursos Naturales (dependencia del MAG), CENDEPESCA y el Fondo Ambiental de El Salvador.
	SEMA reasume participación institucional en Día de la Tierra ante las condiciones favorables logradas por el Proyecto en torno al evento. USAID únicamente autoriza financiamiento para AQUATECH y la consultora encargada de la coordinación del evento.

ANNEX G

POLICY REFORM COMPONENT

ANNEX G
DETAILED DISCUSSION OF POLICY REFORM COMPONENT.

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ANNEX G

DETAILED DISCUSSION OF ENVIRONMENTAL POLICY REFORM COMPONENT

The discussion in this annex responds to specifications in the mid-term evaluation scope of work for Task 3.

I. Description and Analysis.

A. Summary Description of Original Design.

The intended purpose of the environmental policy reform component (EPR) of the Environmental Protection Project (EPP) was specified in the Project Agreement (EPP/PROAG), signed in April, 1993, to be to "support development and implementation of effective environmental norms and policies." Responsibilities for technical support and assistance for implementation of this component were assumed by the prime institutional contractor (Abt Associates) in March, 1994. Abt was to provide major technical assistance and training, selected commodities and limited financial resources to conduct studies, train professionals and conduct fora to achieve interaction of public and private sectors on environmental policy issues.

EPR implementation was to be integrated and coordinated with implementation of two other components of EPP: Demonstration of Benefits (DA), with an Abt sub-contractor, RONCO, providing technical support and assistance, and Environmental Education (GreenCom), with technical support and assistance being provided through a buy-in to the GreenCom project of the Academy for Educational Development (AED). Until early 1996, these three components were known collectively as PROMESA. Thereafter, the first two components became the "Green Project", and the Environmental Education component became "GreenCom".

Although the primary counterpart institution for EPR was SEMA (Secretaria Ejecutiva de Medio Ambiente), linkages were to be developed and assistance provided, as appropriate, to NGOs and to other institutions of the public and private sectors. Participatory processes were to be applied in all aspects of implementation. Major intended results of EPR activities included strengthening of SEMA institutional capacity to lead a participatory policy reform process and synthesize results thereof, as well as to develop an NES (national environmental strategy), formulate policies and develop legislation (laws and regulations). The policy focus was expected to be on forestry, fisheries, water, and protected areas.

In addition to institutional strengthening of SEMA, project assistance was to be provided to selected NGOs to enhance their capacity to lead public participatory processes in policy discussions. Likewise, assistance was to be provided to strengthen capacities of other GOES (Government of El Salvador) institutions involved in E/NRM (environmental protection and natural resource management) policy development, implementation and enforcement, especially to relevant agencies

of the Ministry of Agriculture (MAG). In fact, MAG was designated in the PROAG as the implementing entity for PROMESA, while SEMA was to coordinate project activities.

Activities and tasks specified in the Abt contract reflected the EPR description in the PROAG. It specified several major activities to achieve the purpose of EPR: 1) develop and update an NES, 2) gain consensus on a policy agenda, 3) improve the rules needed to execute the strategy, 4) as needed, develop consensus for enactment of new legislation, 5) enhance capacity in relevant GOES agencies to implement the improved rules and new policies, and, 6) monitor progress in carrying out the NES.

The Abt contract scope of work (SOW) specified additional major tasks for EPR: 1) design and implement a project management information system (MIS) that also would track USAID strategic objective (SO) indicators, 2) propose a refined organizational structure and implementation steps for SEMA, as well as monitor and assist in implementation, 3) with SEMA, develop an environmental policy reform agenda, 4) assist SEMA to install and operate an environmental information system (EIS), 5) assist SEMA to install and operationalize an environmental impact assessment (EIA) system, and, 6) provide analyses, workshops and seminars, as well as other specified contributions to assist SEMA in developing and promoting relevant policy reforms and legislation.

B. Description of Implementation Activities.

As briefly described in the main report, at the time of project design (1991-93), the environment already was severely damaged and the situation was rapidly deteriorating. There was no explicit GOES strategy or policy framework (either comprehensive or sectoral) to halt and then revert this deterioration. However, the GOES had established an institutional structure intended to facilitate attention to pressing E/NRM problems and related policy issues. Creation in 1991 of SEMA and CONAMA (Comision Nacional de Medio Ambiente) was intended to provide an institutional structure and mechanisms, 1) to elevate environmental policy deliberations to the ministerial level through CONAMA, and, 2) through SEMA, to objectively analyze and formulate responses to E/NRM policy issues in the form of strategies, policy reform agenda, policy framework and specifications following the agenda, and as required, proposals to reform rules (laws and regulations) to better implement approved policies. The latter process carried out by SEMA implicitly was intended to provide CONAMA (and the Presidency) with information, analyses, options and recommendations needed for more objective deliberations.

More specifically, these institutions were charged with, 1) coordinating and catalyzing technical and professional staff and public and private sector institutions to analyze and formulate improved strategies and policies, 2) increasing awareness of environmental problems and issues, 3) promoting broad participation in strategy and policy discussions, 4) bringing policy issues into high level GOES deliberations, and, 5) as determined necessary and appropriate, adopting, and proposing National Assembly enactment of regulatory and legislative reforms to the competent authority.

CONAMA apparently never became viable as a ministerial level environmental deliberative body. In contrast, by 1993, SEMA was exercising a coordinating and emerging leadership role in selected

ENRM-related initiatives at technical and analytical levels among both public and private sector institutions. During 1993 and into 1994 (while conditions precedent to PROMESA were being satisfied), SEMA, largely with interim USAID funding assistance: 1) led preparation of a draft NES, 2) led application of a group dynamics methodology in carrying out participative consultations in all seven departmental capitals to disseminate, discuss and obtain feedback about the draft NES, and, 3) coordinated preparation of a preliminary draft environmental law.

Full project start-up began in mid-1994 with arrival of the core long-term EPR TA policy team, i.e., the policy advisor and the COP (who also was an experienced policy analyst). Working relationships and interactions with SEMA appeared to get off to a good start. However, the fact that the EPR TA team was housed separately from SEMA was a major constraint to developing an integrated program of work and close working relationships. Later, in early 1995, the EPR team moved into SEMA office facilities and provided technical support and leadership to a SEMA-coordinated interinstitutional working group to revise the earlier preliminary draft environmental protection law. Technical support also was provided initially to two other SEMA-coordinated interinstitutional working groups, one for developing a national policy agenda and the other for identifying and analyzing fisheries policy issues.

Unfortunately, several events occurred to mar this otherwise auspicious beginning: 1) a change in the SEMA director in July, 1994, signaled the beginning of problems in working relationships between the SEMA director and the project, 2) a deteriorating financial situation within SEMA resulted in loss of key policy counterpart personnel (so much so that the SEMA policy unit ceased to exist by the end of 1994, 3) by an abrupt change in the Abt COP who was replaced by a COP with no policy reform experience, and, 4) for other reasons described in the main report. The ability of the Abt TA team to work effectively within SEMA continued to deteriorate throughout 1995.

In October, 1995, an interim evaluation was carried out to assess ways to resolve the institutional crisis with SEMA faced by the project, and by EPR in particular. The evaluation report recommended that the counterpart relationship of PROMESA, including EPR, be shifted at least temporarily to relevant MAG agencies involved with E/NRM policy activities, and that the project seek office space in close proximity with these MAG agencies.

Within three months after completion of the evaluation report in October, 1995, PROMESA, including EPR, moved from SEMA offices to a separate location, and an independent project operating unit managed by Abt was established. The counterpart-funded national project coordinator also was located outside SEMA with the new project operating unit. This new implementation arrangement was authorized as a temporary measure by USAID Implementation Letter No. 20. A campaign was undertaken to disassociate the image of the now-independent project management unit from the SEMA image, with no countervailing move to internalize that image into another institution, e.g., MAG or MAG agencies. This independence effort included dropping the PROMESA name and promoting a new independent project image and identity as the "Green Project."

Establishment of the independent project management unit further weakened already debilitated counterpart relationships with SEMA and essentially resulted in abandonment of efforts to provide them with technical support related to institutional strengthening. Nor did this arrangement facilitate development of an alternative counterpart institutional strengthening relationship, either with MAG or with other possible counterpart institutions. Rather, implementation of EPR evolved into an arms-length service relationship with selected MAG agencies, and a continuing nominal attachment to SEMA, primarily as a conduit for counterpart funding purposes. To illustrate, after becoming independent, the now "green project" began work on developing a forestry law by establishing an interinstitutional working group in which representatives from relevant MAG agencies (and, later, from SEMA) participated. These groups were formed and led by the EPR TA team. The counterpart relationship was at best only superficially institutional. Rather, the relationship was with individual "volunteers" participating in Abt EPR working groups. The institutions with staff representation in these groups have had no sense of "ownership" of the process, even though they were and continue to be quite interested in having access to the products generated. This independent green project management operating style continues up to the present time.

The independent green project image of the policy component was further developed as Abt assumed leadership for coordinating directly with the Environmental and Public Health Commission (EPH) of the National Assembly a series of "popular consultations" on the draft environmental law that had been prepared by a CCAD consultant in October, 1995. The SEMA Director attended several of these "consultations" which began in November, 1995 and continued into April, 1996. Green project and local sub-contractors directly managed the consultation process. Some EPH members usually attended the consultation events. Likewise, SEMA usually was represented, and the SEMA Director often opened or closed the sessions.

As indicated above, green project also took the initiative to establish interinstitutional working groups to develop draft laws on forestry, forestry incentives and protected areas, inviting participation by delegates from relevant MAG offices, from SEMA and from other selected institutions, including NGOs. From their initiation and up to the present time, meetings of these working groups are held primarily in green project facilities. Likewise, the agenda and deliberations largely have been managed by green project external and local-hire policy advisors, or their consultants. In other words, the perception is that green project has institutional "ownership" of the process and products of these working groups.

Nevertheless, MAG personnel and a SEMA representative usually attend the meetings, participating and contributing to the deliberations. Our conversations with several participants (and directors of their respective institutions) indicate that, although individual counterparts in this process and their supervisors recognize and appreciate the value of the effort, they do not have a sense of ownership either of the process or of the products generated. This green project ~~modus operandi~~ continues to the present, despite the fact that many of the problems that motivated the separation of the project from institutional counterpart relationships with SEMA have either disappeared entirely or have ameliorated considerably.

C. Description and Analysis of Achievements.

1. Level and Focus of Technical Support Effort.

At the outset and until early 1996, EPR technical support focused on coordinating and managing work of an interinstitutional working group to develop "the central piece of environmental legislation for El Salvador, an environmental protection law" (as indicated in an Abt *progrés* report). Initial technical support also was provided to a national policy agenda interinstitutional working group and to a working group on fisheries policy issues, but this ceased by the end of 1994. Similarly, aside from an early consultancy (May-July, 1994) to do preliminary work for establishing the planned national EIS, no significant effort has been dedicated to designing and establishing either the planned EIS or EIA systems. However, some short-term consultancies have provided reports and training inputs on the use of GIS (geographic information systems) in assessing and monitoring E NRM problems.

The policy effort until well into 1996 focused almost exclusively on technical support in preparing the draft environmental law. For the initial educational phase of this effort, seven workshops were held during the first half of 1995 to help members of the working group and other interested stakeholders to better understand environmental problems, issues and alternative solutions. The so-called RENARM "green book" was used as the basis for conducting these orientation workshops.

By mid-1995, a year after the EPR advisor arrived, deliberations of the working group and sub-groups still had not produced a draft environmental protection law, an updated national strategy or a policy framework document for wider consideration. Nor were any preliminary internal documents (on strategy or policy framework prepared (at least none were provided to us for review). In addition to nearly full time dedication by the policy advisor to this effort, three local-hire assistants and around twenty short term consultants provided analytical documentary and/or training inputs into the working group process. By this time (mid-1995), both the SEMA Director and EPH Commission of the National Assembly felt a political imperative to unveil a draft environment law because: 1) expectations had been raised among several interest groups (especially NGOs) that had been participating in the working groups, 2) the environmental commission urgently needed something to show for their labors, since more than one year of their two year elected term had passed, 3) considerable project time and project resources had been expended without yet generating a presentable product, and, 4) the Ministry of Justice had prepared its version of an environmental protection law (in August, 1994), and the President and cabinet were considering this for presentation to the Assembly in the absence of the promised improved draft law from SEMA.

In response to these and perhaps other pressures for a draft law, Abt contracted an environmental lawyer from CCAD. He prepared a draft law based on a model draft law from CCAD (Comisión Centroamericana para el Ambiente y Desarrollo) for application to Central American countries, the earlier preliminary draft that SEMA had prepared in 1993, the draft prepared by the Justice Ministry in 1994, and on materials generated by the Abt-sponsored exercise, e.g., by short-term consultants and by the working group during more than a year of concerted effort. The CCAD consultant

completed a draft law that was formally presented to EPH in October, 1995. From November, 1995 to mid-March, 1996, with regular participation by members of the EPH and the Director of SEMA, the EPR policy team led a massive program of popular and targeted "talleres consulta" (i.e., consulting workshops) of that draft law. This popular participatory process was managed by local-hire and international EPR staff and consultants, the green project, with costs being borne by it. Some 23 workshops were held with more than 1,000 persons attending and participating. About half of these events were held in cities and towns other than San Salvador. 25-30% of the participants were women. A group dynamics participatory methodology was used in these workshops.

Beginning in the second quarter of 1996, green project began sponsoring some meetings of technical personnel from MAG and other GOES agencies to discuss water and forestry policies. By mid-1996, these discussions had led to formation of green project-sponsored interinstitutional working groups to develop a forestry law. These groups were composed primarily of green project, MAG (DGRNR) and SEMA personnel. The focus has been threefold: to prepare a draft forestry law, a draft forestry incentives law and a draft protected areas law. A draft forestry law was completed in April, 1997. It has received limited circulation, and at least six popular consultations were held. Work is continuing on the draft forestry incentives law and the draft protected areas law, with no estimates as to when these will be completed.

2. Analysis of Progress and Achievements.

a. In Terms of Planned Achievements.

Most technical, training and financial resources expended to date have been focused on 1) preparation and popular consultation of a draft environmental law, and, 2) preparation of three interrelated draft laws related to forestry and protected areas. This focus responded directly to one expected output specified in the PROAG: enacted laws and regulations. Documents and information supplied to us indicate that EPR did not support achievement of several critical and essential intermediate steps, products and accomplishments (that were explicitly or implicitly recognized in the original project design, the PROAG and the institutional contract), viz:

- Develop, gain GOES support and stakeholder acceptance for, and internalize within the GOES an adequate NES;
- Prepare a policy agenda and formulate improved environmental policies in support of the NES through a development, support/acceptance and internalization process;
- Strengthen public and private sector institutional capacity in policy analysis, formulation, internalization and implementation.

These three key steps are widely recognized as essential for carrying out an effective policy reform process. Unless they are carried out successfully, it is highly unlikely that either a satisfactory proposed E/NRM law (whether comprehensive or sectoral in scope) can be developed or, once developed, that it will be adopted, either by the executive branch or the Assembly enacted into law. Perhaps even more damaging, if it is enacted and not vetoed, executive branch likely will not

actively pursue implementation. In other words, 1) without a well-designed strategy embraced by the government in power, it is impossible to formulate a responsive policy agenda, policy framework and related policy specifications (elements and guidelines), e.g., a policy package, for government internalization and adoption ; 2) without the internalized policy package described, the technical and legal process of drafting legislation to establish rules for directing implementation of the policy package cannot be satisfactorily completed, and, 3) unless a draft law can be demonstrated to respond to the adopted policy package, its enactment will not have the support of the government in power. Even if it is enacted, without government support effective implementation will languish.

No evidence was provided to us to suggest that EPR supported and assisted in implementing these essential and necessary intermediate steps to achieve necessary changes and improvements in existing E/NRM policies (or in any other policies for that matter). Thus, three years of intense effort and project funds estimated to be in excess of \$4.0 million (our estimate, since a request for an estimate from Abt had not received a response by the final week of the evaluation) have been spent. Yet, El Salvador still does not have a minimally acceptable NES, there is no E/NRM policy agenda, no policy framework or policy specifications package formulated and internalized, and no revised or new E/NRM legislation has been enacted. Furthermore, as explained below, the draft environmental protection law generated through project support and assistance is unsatisfactory in its present form. It would be a disservice to El Salvador and to the E/NRM cause for either the present environmental commission version or the subsequent executive branch version to be enacted into law. Fortunately, the new MIMA Minister understands that there are serious deficiencies in existing proposed legislation, and proposes to reformulate these (first developing a strategy, agenda and policy framework).

Neither has EPR contributed meaningfully to institutional strengthening of either public or private sector institutions involved in policy analysis, formulation and internalization. The primary counterpart institution, SEMA, is less able to carry out its technical and coordinating responsibilities in the policy change process than it was when the project was initiated. Likewise, although some individual staff of MAG now have a better understanding of some of the policy issues involved in natural resources management, none of the MAG agencies with staff that have participated in the forestry working groups and other events, have internalized this process into institutional priorities or programs. Neither is there any evidence of an improved institutional capacity to continue an appropriate and effective policy change process. This is because the EPR has failed to demonstrate such a process, and failed to implement its activities in a way that establishes an institutional sense of ownership and responsibility to continue the E/NRM reform process.

On the positive side, the drafting effort and discussions related to the environmental law likely contributed to the recent decision of the GOES to create MIMA. The draft law proposed such a Ministry, and the popular consultations undoubtedly generated broad-based support that encouraged the executive to make this decision.

b. In Terms of Changed Focus.

Although neither the PROAG nor the institutional contract have been amended to reflect changes, substantial ~~de facto~~ changes have been made in two important areas profoundly affecting the policy component: 1) institutional relationships and implementation arrangements, and, 2) results expected as specified in recent USAID programming documents (SO4).

1) ~~Institutional Relationships and Implementation Arrangements.~~

As discussed above, towards the end of 1995, the institutional contractor physically moved its staff and support personnel from SEMA offices and set up an independent project management and operating unit. The national counterpart-funded project coordinator (who manages counterpart funds) is housed in this new management and operating unit. Additionally, as already indicated, the name of the project was changed to "Green Project" to provide a new independent identity, and on-going publicity (including a logo) about project activities reinforces this independent image. The result is that the Project image now is entirely disassociated from SEMA and from any other public or private sector institution in El Salvador. Under this arrangement, management decisions are made by the Abt COP, and EPR operating decisions are made by the EPR advisor. Only token relationships are maintained with the Director and policy personnel of SEMA, and contacts with management levels in MAG are on an "as needed" basis as determined by green project, to encourage continued participation by our staff in the working groups.

Working group activities and other events involving staff from MAG, SEMA and other organizations continue to take place at the invitation of green project and in green project facilities. These activities and events are oriented to work on preparing drafts of forestry related laws. Consultants are brought in to provide studies, guidance and other inputs, as determined by the EPR advisor and COP. Green project staff lead working group meetings and formulate agendas for future meetings.

Current implementation arrangements, that have been operational since late 1995, signify abandonment of institutional strengthening as an intended result. However, as pointed out in an earlier section, under the original design, institutional strengthening was a major planned achievement for EPR and it is an essential result if policy reform and improved implementation are to be achieved. Although there continues to be participation in working groups and events by individual technical and professional staff from national institutions, this is neither sufficiently intense nor of a nature and venue that contributes either directly or indirectly to institutional strengthening, or institutional internalization of E/NRM policy reform as a continuing process.

Participation in working groups and events on an ~~ad hoc~~ basis by technical staff of a host country institution (as now occurs for EPR) will not result in meaningful institutional strengthening. Attendance at such periodic "brief exposure" events and working groups by technical/management staff seldom results in internalized changes in institutional priorities, programs and/or operating systems that improve the nature, quality and relevance of institutional activities, performance and outputs. For technical assistance to stimulate such institutional changes, day-to-day on-the-job training and inter-action with key technical and management personnel is required, complemented by well-targeted short-term training and sustained partnering in work activities, and, as critical technical or specialization gaps and needs are identified, by longer term off-shore academic and other specialized training.

A later section describes the necessary steps required to achieve sound comprehensive environmental policy reform.

2) ~~Responsiveness to USAID SO4 Results Package No. 2.~~

EPR is intended by USAID to contribute to one sub-intermediate result (4.2.1) within Results Package No. 2 of USAID Strategic Objective Number 4 (SO4): "Enhanced participation in environmental events/fora by ~~policy-makers, decision-makers.~~" This results package was approved by the USAID mission in June, 1996. Two indicators are specified to measure the contributions of the policy component. Other project components and other mission-funded activities also contribute to this results package (including FIAES).

The two indicators are:

- Indicator No. 1: [Number of] Salvadorans [policy-makers, decision-makers] attending policy events and fora. ~~Policy-makers~~ are defined to include: members of the National Assembly and Supreme Court, high-level officials and regional and local authorities of the Executive Branch, and mayors and other high level municipal authorities. Likewise, ~~decision-makers~~ are specified to be high and mid-level GOES management officials, leaders of private sector organizations, business owners, and high level managers of private sector enterprises.
- Indicator No. 2: [Number of] Environmental policy studies and documents prepared. These are intended for use to update society on the national environmental situation and to support related events and fora. More specifically, this indicator is to be measured by the number of documents prepared to support updates to the NES and action plan [i.e., policy agenda], and proposed improvements to related regulations, laws and policies. Annual target numbers are included in performance data tables prepared by USAID. An EPR is expected to contribute to achievement of target numbers for the

above two indicators, with help from the environmental education component and FIAES grants to environmental NGOs. EPR alone is exceeding annual and cumulative quantitative targets set for Indicator No. 1.

Based on a random review of registered participants at environmental events fora managed and sponsored by EPR, approximately 75% of these fall within the broad USAID definition of policy/decision-makers. Based on this estimate, 2,192 policy/decision-makers attended these events/fora between 1995 and the end of the first quarter of 1997 (this figure undoubtedly includes double counting of persons who attended more than one meeting. This number exceeds the projected cumulative target through the year 2002. Likewise, the list of studies and documents prepared by EPR (and used to a greater or lesser extent for purposes specified in Indicator No. 2) exceeds both annual and cumulative targets through 1997.

Thus, EPR has surpassed the two quantified indicator targets set for SO4 Results Package No. 4.2.1. However, satisfying these quantitative targets provides no qualitative measure of actual or potential impact on the E/NRM policy reform process, on the quality of products generated, or on the effectiveness of policy implementation activities. The following section evaluates qualitative aspects of major EPR activities and products.

3. Quality of Major Activities and Products.

FIRST MAJOR ACTIVITY AND EXPECTED RESULT: PREPARE AND ACHIEVE ENACTMENT OF A COMPREHENSIVE ENVIRONMENTAL LAW

As indicated earlier, EPR concentrated the first 20 months of its efforts (beginning in June, 1994) on assisting to prepare, consult and achieve enactment of a comprehensive environmental law. The process followed was:

- 1) Although not documented, apparently discussions were held to determine priorities for environmental policy reform; although a policy agenda was not formally adopted by Executive Branch decision-makers, an understanding was reached with SEMA to initiate activities to prepare a proposed comprehensive environmental law.

- 2) Establish an interinstitutional working group charged with preparing a draft environmental law using participative processes; core members initially were from EPR, SEMA and MAG; later the EPH Commission of the National Assembly played a leading role; delegates from NGOs and other public and private sector organizations also participated periodically; apparently an informal and unpublished policy agenda was developed; in any event, it was decided to first pursue preparation of a comprehensive environmental law.

- 3) Orient working group participants to environmental problems and issues by workshopping the RENARM "Green Book"; subject matter working sub-groups were established following the taxonomy of the green book;
- 4) To structure the participative process within the working group and related sub-groups, a modified "group dynamics" methodology was used to guide meetings;
- 5) As working group deliberations identified knowledge gaps that could not be filled from the green book or other available sources (or as such gaps were anticipated by the EPR advisor), short term consultants were brought in to conduct studies and/or to provide guidance and orientation;
- 6) Working group membership was flexible, largely permitting participants to attend according to their own interests and volition;
- 7) After more than a year of work, a draft law had not yet been produced; a decision was made to bring an experienced environmental lawyer from CCAD to complete the draft law (first trip in July, 1995) utilizing the following reference materials: model law already prepared by CCAD, the RENARM green book, consultant documents, drafts (laws) that had been prepared by other groups in El Salvador, and materials generated by the working groups.
- 8) Upon completion in late 1995 of a first draft law, it was submitted to a popular consultation process; some 23 day-long workshops were held throughout the country, and more than 1400 representatives of stakeholder groups, decision-makers from national, regional and local levels, and private citizens participated; the group dynamics method was used to structure participation and guide outcomes in these events; the final event was in April, 1996
- 9) The CCAD consultant participated in the popular consultations and incorporated into the draft law on a selective basis outcomes therefrom, in consultation with EPR staff and others; the resulting draft was received for review by the EPH; with the participation of the CCAD consultant, additional changes were made, and a final version was completed and presented to National Assembly leadership in July, 1996; the leadership forwarded this draft for Executive Branch review;
- 10) The draft law was modified by the Executive Branch and returned to the Assembly in the first quarter of 1997; this version was tabled and has not yet been taken up for debate or referred back to the EPH (nearly three years after the process began); in the meantime, a new National Assembly has been elected and is now finalizing organization of EPH (with the former controversial SEMA Director as its president); the new Minister of MIMA proposes to reformulate the draft law and submit a revised version to the National Assembly by the end of 1997.

The process followed to prepare, consult and achieve enactment of the environmental law was deeply flawed. The resulting draft law is inadequate and unsatisfactory on a number of counts: it should not be adopted without extensive reformulation.

Experience has demonstrated that comprehensive policy reform undertakings should follow certain steps, and these were not followed. For a comprehensive environmental policy reform initiative, the necessary steps are:

- 1) Name and Formalize by executive order an interinstitutional technical and legal commission responsible for directing the policy reform initiative to be undertaken. Top management of key public and private sector institutions must make commitments of participation by their respective institutions, including naming selected technical specialist personnel and providing for released time; a lead institution (should be a ministerial level institution) must come forward and be formalized in the executive order; private sector stakeholder organizations that have technical capacities to contribute also should be invited to participate.

The ministries involved should formalize the responsibilities of the group and the members by ministerial or executive resolution; a high level official (e.g., vice-minister or general directorate head) of the lead ministry should be named as Executive Director. The Executive Director, in consultation with designated delegates from principal institutions, will name a technical/legal director who should be a specialist in environmental problems and policy issues (this person can be paid from counterpart funds). Ideally, the resolution also would name EPR as an "expert advisory unit", but this is not essential; a side MOU can be agreed to subsequently. Each member-institution would detail (second) one or more persons to serve as commission staff; counterpart funds would be used to contract additional technical/legal staff as required.

- 2) The steps to be carried out with leadership from the commission and its staff are (many of these steps need not be consecutive, but can be phased as progress in one step provides sufficient inputs to initiate subsequent steps):

- a.) Legal baseline analysis that delineates and synthesizes existing explicit/implicit policy sanctioned by law (includes gaps and effects analyses) in legal terms, this is called a restatement analysis. Appropriate economic, social and institutional analyses also are required; in El Salvador, considerable information and analyses on the environmental setting and problems already exists, but these must be assembled, indexed and synthesized.

- b.) Prepare, review and submit to commission member institutions for comment, revision and approval a vision statement (i.e., the conceptual framework for guiding strategy development) this can be done as analytical work progresses.

c.) As analyses generate preliminary basic information, prepare a proposed NES (reformulate existing NES in the case of El Salvador) and policy agenda; submit these and the vision statement to stakeholder, decision-maker and popular review through participatory processes; revise accordingly and present to key public sector policy-makers for discussion, revision and informal acceptance. Once this intermediate step is completed, the NES can be formally submitted for cabinet (or economic cabinet) adoption.

d.) Formulate an initial proposed policy framework and specifications package (framework and parameters; technical, economic, social and legal specifications, e.g., elements and guidelines).

e.) Carry out participatory review and adjustment: first with key policymakers, next with selected stakeholders, then back to key policy-makers; hold well-structured public hearings open to the general public. Adjustments are considered by the commission after each review. This step requires both a stakeholder and a policy-maker analysis in order to identify and incorporate the "customers" for the participatory review and adjustment process:

f.) Formal adoption by cabinet:

g.) Although preparation of basic elements of a draft legal document (e.g., proposed legislation) responsive to the approved policy package can proceed prior to formal approval, it should not be finalized for official transmission until final policy approval and concordance. Legislative drafting (and drafting of regulations) is strictly a technical/legal process carried out by professional specialists. This stage of the process cannot be subjected to a "popular consultation" exercise. When completed, the proposed legal document (proyecto de ley) is ready for final review and approval by the Executive Branch, and for subsequent submittal to the Assembly for final consideration and enactment; during these two steps, the commission should be available to provide responses to any technical and legal questions that may arise. In the El Salvador context, it is not customary for the Assembly to take the initiative for new legislation. Especially where the policy being legislated is evolving and politically controversial, any proposed legislative initiative as a practical matter, should emanate from the Executive Branch and conform to a pre-approved policy framework if it is to be successful. Enacting environmental policy should not be subjected to experiments with legislative interests.

Process weaknesses of EPR for the comprehensive environmental law initiative include:

1) The interinstitutional working group was not formalized by executive order (or even by ministerial resolution); it was an ~~ad hoc~~ group formed at the initiative of EPR, and informally accepted by an official below the rank of minister (the Director of SEMA);

2) Host country staff requirements were not defined and formal detailing (secunding) commitments were not made;

3) No legal baseline analysis, i.e., restatement (and -- gaps and effects analysis), was carried out; such a baseline identifies the existing legally-sanctioned policy structure, specific policy areas that need further analytical attention; this structures further discussion and defines the policy/legal context into which policy changes must be inserted;

4) No vision, strategy and agenda formulation steps were carried out (or if they were, no documentation thereof was made available to us); thus no policy-maker review, adjustment and approval of these were completed; without completion of these steps as defined above, policy formulation and consultation becomes an ~~ad hoc~~ effort without adequate definition, structure and focus;

5) No policy formulation, consultation and policy-maker review/approval process occurred (or, if so, no record of this was provided); undoubtedly, the working group deliberations generated policy positions, but these were documented as provisions in the draft law, not as policy elements and guidelines, and -- by GOES policy-makers:

6) In sum, documentation apparently moved directly from working notes and papers to draft provisions of the proposed law, leaving out essential steps of vision, strategy, policy formulation, appropriate consultation, and internalization;

7) Consultation was carried out as public consultation of a draft legal document using a group dynamics methodology; thus, improper materials were consulted and the level of homogeneity of participants was not appropriate

SECOND MAJOR ACTIVITY AND EXPECTED RESULTS: PREPARE AND ACHIEVE ENACTMENT OF FORESTRY RELATED LAWS (FORESTRY, FORESTRY INCENTIVES AND PROTECTED AREAS)

This activity was initiated in early 1996, primarily with the participation of personnel from the MAG/DGRNR. The activity still is on-going. The process being followed is similar to that described for the previous activity. Some improvements were noted: A vision statement was prepared, approved by the MAG minister and published by MAG. Unfortunately, ownership by MAG is immensely diluted by having placed the green project logo on the cover of the document above that of MAG. This vision statement should have been published as a document of the GOES, not just of MAG, and certainly not with green project getting top billing.

This published vision statement is an obvious example of the inability of EPR, operating as a part of a project with an independent identity and program, to integrate and submerge itself into counterpart institution programs and activities.

Except for preparation of the vision statement, documentation made available to us related to the policy reform process sponsored by EPR to prepare proposed forestry related laws suggests that it suffers from the same defects as those already noted for the comprehensive environmental policy reform activity carried out.

Why this second major undertaking did not implement major process and content corrections is not at all clear. A document provided to us and titled as the EPR action plan for 1996 (although it is dated July and December, 1996), enumerates several appropriate policy reform process steps in addition to those being followed, especially for the policy analysis and formulation phase of the process. This action plan specifies three basic elements of the process as: a policy agenda, a policy analysis and information system, and monitoring and implementation. Elsewhere, it mentions institutional strengthening and training as important elements of successful policy analysis and implementation. There is no evidence that the additional steps specified in the action plan (e.g., policy agenda, an effective approach to institutional strengthening, and formalization of a policy analysis and information system) have been or are being incorporated into policy reform activities being assisted by EPR.

The action plan process specified for 1996 nevertheless is missing essential steps required for successful policy reform: 1) GOES internalization/approval of each product (e.g., vision/strategy, policy framework/specifications, and draft legislation), and, 2) lack of specificity makes it difficult to understand exactly what is to be accomplished, how it is to be accomplished, and by whom. To illustrate, although analysis and information is specified as an important part of the process, the need for a legal baseline analysis (restatement) of existing relevant policy (including a gaps and effects analysis) is not specified. In conclusion, although the referenced document improves upon current practice by EPR, it lacks specification of several elements of the necessary process to be followed.

OTHER ACTIVITIES: PROVIDING ASSISTANCE AND ADVICE ABOUT OTHER DRAFT LAW INITIATIVES

Some review documents were prepared and events sponsored in relation to initiatives (by other institutions and with other donor support) to prepare proposed environment-related policies and/or laws, e.g., a draft water law and a draft law for restructuring SEMA. Some documents reviewed (for example, a commentary on a draft water law) were well done. However, it is not likely that in the absence of an approved GOES policy agenda, these relatively minor ~~ad hoc~~ interventions have had or will have meaningful impact on the on-going disorganized, often superficial, and generally subjective and special interest-group oriented approach to environmental policy reform in El Salvador.

QUALITY OF DRAFT ENVIRONMENTAL LAW AND OF CURRENT NATIONAL ENVIRONMENTAL STRATEGY

A rapid review of the draft environmental law detected several shortcomings that should be corrected. Most of these shortcomings undoubtedly occurred because an acceptable policy reform

process was not followed, i.e., 1) essential preparatory steps were bypassed in favor of moving directly to legal drafting, and, 2) insertion of changes that reflect positions taken by lobby groups at the popular consultations.

Specific shortcomings or weaknesses include:

- 1) Lack of resolution of dispersed, multiple and overlapping institutional roles, functions and authorities related to environmental policy development, normative functions, and implementation and compliance monitoring responsibilities.
- 2) Continued heavy reliance on command and control approaches to assure compliance, thereby placing unrealistic fiscalization responsibilities on responsible public institutions.
- 3) Inclusion of many details best left to regulations.
- 4) Inclusion of several inappropriate special interest insertions, especially with regard to environmental NGOs.
- 5) Confusion of popular consultation with public hearings processes as mechanisms for accessing public input into rule-making and implementation functions.
- 6) Does not introduce conflict resolution policies, or incorporate ISO 14000 concepts into the policy system,
- 7) Overextends by trying to legislate too much detail about too many sector policy matters best left to separate legislation.

Similarly, the existing National Environmental Strategy, which was not prepared with EPR assistance, suffers from a number of weaknesses, yet no attempt was made by EPR to improve it. The following comments apply equally to the base strategy document, as well as to the summary document. Much of the text is dedicated to a general diagnosis of environmental problems, with relatively little attention to identification of underlying problems and policy options for their resolution. Desirable goals and approaches are highly sectorized, with little attention to over-arching or cross-cutting policy needs and approaches.

The document fails to provide a unifying concept for orchestrating common objectives and to achieve synergisms from multiple actions by diverse actors, stakeholders and interest groups, nor does it address strategies for facilitating local initiatives in protecting the environment and managing natural resources. For example, a watershed or sub-watershed approach might be considered enabling, multiple municipalities and resident populations to establish an authority or district watershed/sub-watershed as a locally managed vehicle for planning or/and implementing national policies, and as a conduit for national resources and technical support. Neither does the document

introduce 1) strategies for conflict resolution, 2) ways to develop individual industry environmental profiles, or 3) the possibility of promoting ISO 14000 as a part of the national strategy.

Since the draft forestry law and related draft laws are still in process, these were not reviewed for content.

D. Gender Issues.

An effective policy reform process must incorporate consideration of gender issues to assure that the role of women in impacting in NRM, and their decision role related to impacts of family and economic activities on the environment are adequately treated. EPR has been sensitive to gender issues in project implementation activities. Women are well-represented among the local-hire members of the resident EPR team (two women and one man). Seven short term consultants out of some 38 were women. Approximately 28% of all participants in EPR-assisted events and fora have been women, close to the one-third goal of SO4 results package 4.2.1. Of special mention is the major contribution made by one female environmental legal consultant to the process and content of the draft forestry law. Finally, the draft environmental law appears to be gender neutral, as it should be.

E. Recommendations to Strengthen EPR Contributions to E/NRM.

To achieve the two quantitative indicator targets specified for USAID SO4 Results Package No. 4.2.1, no changes are needed in current implementation activities for EPR. Continuation of existing activities will continue to increase awareness and concern among the target population about environmental problems.

However, if an intended result is to directly impact on the quality, course and pace of E/NRM policy reform and implementation, especially by municipalities and local communities, several substantive changes are urgently needed. The following recommendations are intended, 1) to improve the focus of EPR to assist the GOES to develop and internalize an improved comprehensive environmental policy strategy, 2) to develop and adopt an analytically sound and well-reasoned policy agenda, 3) to reformulate and internalize a realistic and implementable environmental policy framework and specifications, 4) to achieve sufficient stakeholder (and popular) consensus about the above to enlist their cooperation in its implementation, 5) to reformulate, endorse and present for enactment a framework E/NRM law responsive to the internalized and consensual strategy and policy framework (this is needed to gain MIMA credibility by responding to high expectations among stakeholders and special interest groups), and, 6) to achieve policy reforms that facilitate and promote municipal and local community initiatives and actions to improve E/NRM. Likewise, in the process, it is intended to assure that the capacity to carry out an effective E/NRM policy reform process has been strengthened sufficiently within key national public and private institutions to assure continuation of a dynamic and cost effective process that can respond effectively to rapidly changing policy improvement needs.

In the absence of institutional strengthening impacts, EPR will not contribute to internalization of a viable policy change and implementation process or capability to continue that process in El Salvador. The dynamics of environmental problems, technical alternatives and policy solutions are constantly changing. A permanent installed capacity to continue an energetic E/NRM policy change and improvement process is essential. Otherwise, EPR contributions will quickly become outdated and unresponsive to E/NRM needs. Additionally, a costly lesson has been learned: unless a policy change process is internalized into the policy-making fabric of the government in power, needed policy changes most likely will not be adopted, regardless of the urgency. And even more tragic is that without institutional and GOES internalization of proposed E/NRM policy improvements, the E/NRM policy system in El Salvador will not modernize. Thus, instead of accelerating E/NRM policy improvement, EPR could well leave behind a legacy of having hardened extreme positions on both sides of the political spectrum, making it even more difficult to move forward on a common policy change agenda.

There have been a number of past obstacles to institutional strengthening efforts by EPR. However, the recent GOES authorization to establish MIMA, and the appointment of an experienced and respected environmental policy analyst as Minister, augers well for renewed short and long term opportunities to make important contributions to institutional organization and strengthening for improved environmental policy formulation and implementation. Likewise, given the new mission focus on water, and with on-going discussion by the GOES of establishment of an autonomous normative water authority, EPR could effectively focus on developing and internalizing a national water supply, protection and use policy agenda, framework and specifications that facilitate and promote local and municipal initiatives and actions. This also would be an excellent vehicle for realizing institutional strengthening in the process of creating conditions that assure important and effective policy changes internalized into the national political and institutional system.

To achieve these potential results, the project, including EPR, should be physically housed with MIMA, and strong counterpart relationships should be negotiated (and then made operational) with the Minister and his key policy staff. The project, including EPR, should be constituted and organized as a host country management and operating unit within MIMA. The technical assistance provider should play a close advisory role to assist in managing the project management unit, and to assist in coordinating and backstopping with appropriate expertise integrated and shared efforts by major public and private sector implementing agencies to carry out a sound E/NRM policy change process for water. To do so requires the full-time or part-time intermittent presence of a widely recognized senior environmental policy reform specialist, with stature and acceptance to compare with other advisory sources that may be sought out by the Minister.

The following specific recommendations key off of the above discussion and respond to the recent creation of MIMA:

1. As soon as MIMA locates new office space, EPR should physically relocate with MIMA. In fact, the entire green project should relocate with and be incorporated into the Despacho Ministerial Policy Reform Office as the National Environmental Protection and Natural Resources Management

Improvement Project (ENREM) Unit. The green project name and logo should be eliminated immediately. A national director should be appointed as the manager of ENREM, reporting directly to the Minister. ENREM would incorporate EPR Abt TA expatriate and local-hire technical specialists as advisors, and be staffed primarily by counterpart funded personnel, at least until the next budget cycle permits increased budgetary positions within the MIMA Office of Policy Reform. A common annual and LOP action plan for the policy reform and demonstration area components would direct the activities of both Abt-funded and counterpart-funded staff, and for policy reform activities, should be fully supportive of the action plan of the MIMA Office of Policy Reform. Dollar and counterpart budgets would be developed separately but in conformance with activities specified in the common action plan.

2. This proposed institutional and implementation arrangement will greatly reduce Abt expatriate administrative, programming, reporting and technical management responsibilities. Likewise, Abt local-hire administrative and logistical support staff requirements will be reduced substantially. Staffing requirements should be reviewed immediately to conform to these greatly reduced requirements.

High priority activities to be included in the common project action plan are recommended below.

SHORT-TERM (4-6 MONTHS).

Long term and short term expatriate advisory assistance, supported by local-hire technical specialists, should assist to address the following:

1. Develop a skeleton institutional framework and organizational structure for MIMA, with detailed organization of a policy reform (unit attached to the despacho ministerial).

2. Reformulate the E/NRM policy vision, strategy and agenda, consult and internalize, as per earlier discussion.

3. Formulate a comprehensive E/NRM policy framework (and detailed specifications to the extent time permits), based on existing materials generated by the project and otherwise, consult and internalize as per earlier discussion.

4. Based on the internalized policy framework, reformulate current draft law. This should be limited to a well-developed framework law (ley de bases) that includes an imperative to proceed with selected sector policy frameworks and specifications (and a legislation proposal for the forestry law because of existing expectations) in accord with the approved policy agenda.

5. Simultaneously with the previous activity and using current materials, formulate and internalize a sector policy framework and specifications for the forestry and protected areas sector; reformulate and proceed as per earlier discussion with proposed legislation).

Note: Assistance to the draft legislation stage for these two proposed laws is recommended because of high expectations by the general public and stakeholders that have been generated by the project public consultations. Also, it is important for MIMA and USAID to realize at least some benefits from project investments during the past three years.

6. Initiate appropriate legal baseline analyses (restatements) in accord with priorities of the policy agenda (explore possible use of law students with faculty supervision/participation).

MEDIUM TERM (6-24 MONTHS)

1. Initiate the policy reform process for the water sector, including legal baseline analysis, etc., as per process discussed earlier.

2. Initiate policy reform process for selected aspects of improved land use and management (ordenamiento territorial), focussed on local initiatives (municipal, community and individual) for a unified watershed or sub-watershed approach to addressing environmental problems, e.g., local formation of watershed/sub-watershed authorities or districts; local procedures, roles and functions; roles and functions of national and municipal support institutions.

3. Continue appropriate legal baseline analyses, especially related to facilitation and promotion of municipal and local community initiatives and actions in improved environmental protection and natural resources management, especially water, and incorporate the results into the policy reform process on an ongoing basis;

4. Develop policy proposals for specifying application and structure for public hearings related to environmental policy;

5. Develop relevant regulations, hold public hearings, and revise as appropriate in accord with approved policy agenda.

6. Provide complementary advice about policies and actions to stimulate increased municipal initiatives and actions, in participative and regulatory E/NRM.

A preliminary estimate is that the scope of these activities over the next three years will require: 1) long-term, full-time and intermittent senior environmental policy reform advisory assistance of up to 24 PM per year, and up to 12 PM per year of an experienced environmental policy legal baseline (restatement) analyst (experienced in restatement analysis), 2) three to four local hire policy reform assistants (two in legal analysis, one in social analysis and one in economic analysis), 3) approximately 12 months/year of specialized senior short-term expatriate consultants, and, 4) counterpart-funded professional staff of 6-8 persons (at least three at a senior level).

We prepared a matrix format structure that listed all activities and tasks specified to be performed by EPR in the Abt institutional contract and SOW. The Abt policy advisor was invited to indicate

which of these activities/tasks had been accomplished or would be accomplished (with dates), actual and recommended modifications to these activities/tasks (e.g., delete, modifications needed, etc.), and to propose any new elements that should be added to the EPR SOW for the remainder of the LOP. We suggested that detailed explanatory notes be included as needed. See Attachment G-1 which is included as submitted by Abt Associates.

ATTACHMENT G-I TO ANNEX G

**ABT ASSOCIATES' COMMENTS ON
STATUS OF THE POLICY COMPONENT OF THE PROJECT**

Dated: June 10, 1997

3.1 Status of Contractual Commitments: Policy Component

The following table provides an item-by-item summary of the status of contractual commitments made by the Project team for the Policy component. We request that the evaluation team incorporate this information into the evaluation report and that USAID consider it carefully in its assessment of the Project team's performance.

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GREEN Project - USAID Contract # 519-0385-C-00-4082-00 Status of Policy Component Commitments per Contract			
Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)		Date	Status
I. SPECIFIC TASKS (C.4.1, pg 8)			
A. Planning Elements			
- LOP Action Plan	(C.4.1.2, pg 9)	Initial attempt/95	The first Chief of Party presented a Life of Project action plan that was not approved by USAID.
- Annual Action Plan	(C.4.1.1, pg 9)	Yearly	Action Plans have been presented throughout the life of the Project
- Training Needs Assessments	(C.4.1.3, pg 9)	1995	The Training Coordinator prepared a training needs assessment that has served as the guiding document for training in the Project
- LOP Training Plan	(C.4.1.3, pg 9)	1996	The Life of Project Training Plan has been completed
- Equipment Needs Assessments and Acquisition Plan	(C.4.1.4, pg 9)	1995	The Procurement Advisor prepared a Equipment Needs Assessments and Acquisition Plan
B. Training Program Elements			
1. In Country			
a. On the Job	(implied)		The contract does not stipulate explicitly that the Policy Component will provide long term in country training to national counterparts. One can imply that this will occur when there is such a long period of professional relationship as stipulated in the contract. Therefore these categories are placed here even though they do not appear in the contract since they are an added benefit for the country.
- Long term: Policy Advisor Counterparts		On going	Long term, in country training to policy advisor's counterpart is an implied activity. The Policy Advisor has had two national counterparts who he has trained in policy issues to the extent that their limited training in policy analysis and environmental issues has allowed. These two initial counterparts, Ms Mariela Lozano and Mr. Jaime Rovira, when appointed did not meet the SETEFE approved terms of reference. They were appointed extemporaneously by the former director of SEMA, Mr Horacio Rios who modified these terms of reference to reflect their backgrounds. Ms Lozano, for example, had not yet completed her university degree in business. Mr. Rovira on the other hand, a lawyer by training indicated, when we first met that he had no experience whatsoever in environmental or natural resources issues much less in addressing these issues in legal terms. It is fair to say that he expressed interest in "learning the ropes". Under these terms the Policy Advisor embarked on an extensive in house training with both counterparts actively participating in the many activities.

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
- Long term: Training/Procurement Advisor-TPA		
- Long term: Data Management Specialist-DMS	On going	The Data Management Specialist position was held by Mr. Luis Heymans through June 1 st 1997. He has established the necessary databases in order to allow the Project to monitor its effects on the national environment. He has been working closely with national counterparts, especially of SEMA and DGRNR.
- Short term: Expatriate ST consultant counterparts	On going	The Consultant's Handbook (developed by the projects administrative personnell, in consultation with the technical staff) stipulates that consultants are to prepare a briefing of their findings to a local audience that includes national counterparts. This is a manner to provide on the job training and to provide the latest information of a specific field to national counterparts.
b. Short Term Workshops/Seminars (129 total) (express) (C4.1.5, pg 9)	On going	The Policy Component has thus far organized, facilitated and/or executed over 73 workshops or seminars in different subjects related to E/NRM reaching 2600 people.
- to enhance stakeholder policy support	On going	A number of seminars have been imparted concentrating on different sectors. These were primarily training seminars on policy analysis concentrating on the following sectors or stakeholder groups: a) Fisheries; b) Forestry; c) Protected Areas; d) Land Use Planning; e) Water; f) Coastal Zone Management; and g) Committee on Health and Environment of the Legislative Assembly. This totaled 223 participants. The current Action Plan focuses on working with mayors and helping them identify solutions to their environmental and natural resources problems.
- for implementing agency personnel in policy changes	On going	A series of Policy Analysis workshops were undertaken from the beginning of the Project and is still an activity contemplated in the current Action Plan. These Workshops have contributed to enhancing the policy dialogue in the country by training (and many times introducing) mid to high level technical staff of various governmental, non-governmental and private sector organizations to the rigors of policy analysis in the environmental and natural resources area. A measure of success has been that some of those trained indicate that they use the methodology (GreenBook) in their day to day work.
- in protected area management planning	Sept 1996	In the context of the Forest Sector Analysis that led up to the National Forum on the Forest Sector an inter-institutional working group convened to discuss the Protected Areas situation of the country. Experienced park specialists from the US Park Service and US Forest Service were the resource people. This provided 33 national counterparts an opportunity to discuss the National Protected Areas situation and provide the necessary input for the Natural Protected Areas Law.
	1996	In the past year a concerted effort was undertaken in support of the NGO, SalvaNatura, whose mandate is to manage the Imposible National Park, to develop this Park's Management Plan. This was done in a participatory manner with participants representing all the different stakeholders in the area of influence of the Park.
	ActPin97	In the 1997 Action Plan, Sub-activities 6.4, 6.5 and 6.6 of Results Package 4.2.1 contemplate working, analyzing and proposing solutions to the situation of the Barra de Santiago Protected Area.

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
- for enhancing civic involvement in NES updating	1998	The broad based consultation and education campaign process has created a national constituency for the NES updating
- for enforcement capability enhancement	2 nd Qtr 96	A 2 day workshop on Enforcement of Environmental Legislation was held with the Departamento Ambiental de la Fiscalia, and of the PNC, SEMA, 5 members of the Committee on Health and Environment of the Legislative Assembly plus a few environmental technical experts from Guatemala and Honduras. The invited speakers were from the USEPA. The total number of participants was 42.
- for EIS and EIA system implementation/improvement		
- for national land use system planning	Aborted	1998 - One of the first working groups in which the Policy Advisor was involved when he arrived in El Salvador was in Land Use Planning Policy. A proposal for Land Use Planning was being discussed and had all the technical elements in place for a successful implementation. The political willingness of the Government at the time was not in place to push the adoption of the Policy nor of the Legislation that was subsequently prepared. The Policy Advisor also provided training courses in Policy Analysis which focused on Land Use Planning.
2. Regional/Offshore		
a. Identify and gain acceptance of candidates for short term training in Latin America in accordance with the training needs assessment (C.4.1.7, pg 9)	July/96	Five national technical people were sent to Ecuador for a short term training course in Integrated Coastal Zone Management.
b. Identify and gain acceptance of candidates for long term training as follows: 4 each in yrs 1 & 2 and 2 in yr 3 (C.4.1.6, pg 9)	1998	A Masters Program in Natural Resource Management was created at the UCA (Universidade Centro Americana "José Simeon Cañas". This was done with the intention of obtaining a "bigger bang for the training buck". They are now trying to find the seed money to take them the next step. Unfortunately the Project had to remove its support for this enterprise due to budgetary constraints.
C. Information management and Impact systems program elements (express)		
1. Design and implement a management information system (MIS) for the Project which will also track specific indicators as set forth in USAID Strategic Objective No. 5 by March 1995 (C.4.1.8, pg 9)	March/97 EOP	The MIS is an effort that requires constant updating. Therefore it is an activity that is envisioned through the End Of Project.

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
2 Assist SEMA to have the Environmental Information System (EIS) in place and operating by month 18 (C.4.1.15, pg 10)	Attempted 2 nd Smstr 1997	This is a rapidly moving target. As of this writing SEMA is slated to be incorporated into the Ministry of Environment and Natural Resources. It is not yet clear if it will continue as an enforcing arm of the Ministry or if it will be eliminated entirely. The assistance to SEMA should formally be transferred to the Ministry. Upon arrival in the country the Policy Advisor attempted to establish a close working relationship with the Information Specialist of SEMA. Despite this individual's good intentions and willingness to undertake the development of a Policy relevant database and information system the lack of support from his superiors who were not convinced of the importance of developing such a system plus his very limited resources at his disposal made it an almost impossible. Both the Policy Advisor and the Chief of Party attempted to persuade the director at the time that this was in his institutions best interest and that we would support him in this task. Equipment was purchased to support the Information Unit and the Project's Data Management Specialist. A first EIS prototype was designed, produced and discussed with the Information Specialist of SEMA who subsequently left the agency.
3 Assist SEMA to have the Environmental Impact Assessment System in place and working by Month 18 (C.4.1.17, pg 10)	1998	This assistance will now depend on the priorities that the new Ministry will establish.
D. Policy Improvement/Reform Assistance program elements (express)		
1 Update the National Environmental Strategy, using participatory workshops to foster civic involvement, by January 1996 and again by January 1998 (C.4.1.10, pg 10)	Attempted 1 st Qtr 1998	The National Environmental Strategy despite its flaws (e.g. a seemingly endless list of environmental problems without a strategy per se) is a good starting point for SEMA. The document was consulted in a limited fashion due to budgetary constraints, nevertheless it reflects the country's main environmental concerns. Despite these positive aspects it was not utilized as a starting point by the newly appointed Director of SEMA in 1994. At the time the Chief of Party, Dr. Norton, suggested that SEMA utilize the document as a jumping board to formulate national ENRM policies. The concept was to use the information available and make note of the flaws in order to improve the second edition. Due to the idiosyncracies of the Director this was not an acceptable <i>modus operandi</i> . This was one of the first instances in which the Project was faced with the realization that the Director was not very interested in the policy nature of the institution he was directing.

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
2. Develop a policy reform agenda in coordination with SEMA by Month 6 (C.4.1.11, pg 10)	4 th Qtr 1997	Given the difficulties expressed above, namely the lack of understanding of the Director of SEMA in 1994 that the institution under his directorship is primarily an agency whose main responsibility is to formulate and coordinate national ENRM policies it was difficult to obtain his interest and understanding as to why efforts should be expended on developing a policy reform agenda. The international advisors (Chief of Party, the Policy Advisor and the Education Advisor) all attempted to convince him of this need to no avail. The Policy Advisor also worked more successfully with the head of the Unit of Special Studies, who was also in charge of policies (Mrs. Maria Luisa Reyna de Aguilar), and attempted to pursue the establishment of a policy agenda. This was eventually blocked by the Director and Mrs Aguilar saw it fit to leave the institution and become an independent consultant. Shortly thereafter the Director saw it fit to eliminate the Policy Unit of SEMA. With the new Ministry of Environment just created and with the preliminary talks that the Policy Advisor has had with the newly appointed Minister, Mr. Miguel Araujo, it is envisioned that this step will be accomplished as soon as possible. Mr. Araujo has mentioned the importance of establishing this policy agenda and that he sees it as an important stepping stone in setting the country on a path to sustainable development. In his mind the policy agenda will be a constantly updated document that will provide his Ministry with critical guidance for next steps.
3. Assist SEMA in developing and promoting NRM legislation in the areas of general water policy, fisheries, coastal zone management policy and other policy areas outlined in the annual work plans by the end of Year 2 by providing: (C.4.1.12, pg 10)	Attempted 4 th Qtr 1997 onwards	With the difficulties presented by the lack of understanding of the Director of SEMA of the importance of establishing a strong policy unit it became even more difficult to assist SEMA in developing and promoting NRM legislation in the areas of general water policy, fisheries, coastal zone management policy and other policy areas. In order to pursue this path the Policy Advisor found more receptiveness in the Ministry of Agriculture with the Minister, the Director of DGRNR, Ms. Inez Maria Ortiz, the Director of OAPA, the Director of CENTA, and the Director of CENDEPESCA. Given the nature of her mandate a closer working relationship was formed with the Director of DGRNR. It was in this context that the Forest Sector analysis ensued. Given the political interest that the Director of SEMA had in the National Environmental Law this piece of legislation was the only one in which SEMA actively participated.
a. Economic analysis (as appropriate) (C.4.1.12.i, pg 10)	On going	Economic analysis was carried out in the forestry, and water sectors and for Protected Areas.
b. Stakeholder Analysis (as appropriate) (C.4.1.12.i, pg 10)	June/96	A Stakeholder Analysis was carried out by the Policy Component. This will serve as the building block for further in depth stakeholder analysis of specific sectors.
c. Institutional Mapping (as appropriate) (C.4.1.12.i, pg 10)	June/96	A Institutional Mapping was carried out by the Policy Component. This will serve as the building block for a continued institutional analysis in the country specifically as it relates to E/NRM.
d. Workshops and seminars to build support (C.4.1.12.ii, pg 10)		The Policy Component alone has sponsored over 73 seminars/ workshops in the course of the life of the Project to date.
e. Assistance in drafting regulations (C.4.1.12.iii, pg 10)	On going	The Project has provided most if not all the Technical Assistance for the formulation of 4 key pieces of Legislation: Environment Law; Forestry Law; Forest Incentives Law; and Protected Areas Law.

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
f. Training for personnel of implementing agencies (C.4.1.12.iv, pg 10)	On going	The Policy Component has provided training on Enforcement of Environmental Regulations to 44 representatives from the National Police, Fiscalía General de la Republica, SEMA and DGRNR.
g. Media Strategy coordinated with GREENCOM (C.4.1.12.v, pg 10)	On going	The Policy Component has consistently coordinated with the Education Component mainly by sharing information generated in either component and strategizing.
h. For each new law or policy, evaluation of impact within one year following enactment (C.4.1.12.vi, pg 10)	1 st Smstr 1998	No new laws have yet been enacted.
E. Institutional Strengthening program elements (express and implied)		
1. Propose a refined organizational structure for SEMA and the necessary steps to implement a structure by Month 5. Monitor implementation and assist where appropriate (C.4.1.9, pg 9)	1996/7	The Policy Advisor with the assistance of the other international advisors has provided SEMA with technical assistance on the organizational structure. Extensive workshops were held internally in the institution following a highly participatory process which resulted in a refined proposal but that was rejected by the Director through his Administrator despite his initial concurrence with the proposal in a private briefing. The disagreement by the director on these participatory staff meetings were to a certain degree the reason for the departure of the Head of the Policy Unit at the time. This Unit was subsequently eliminated.
2 Assist in strengthening and channelling policy Formulation, Acceptance and Implementation (FA&I) leadership and/or participation capacities of other key environment-related GOES agencies (implied)	On going	The nominated Minister of Environment and Natural Resources has already expressed his interest in strengthening his policy formulation, acceptance and implementation capacity. His apparent Vice-Minister, Mrs. Maria Luisa Reyna de Aguilar (who incidentally was the Head of the Policy Unit in SEMA) is also of the same opinion and "looks forward to resuming where we left off".
3 Assist in strengthening and channeling FA&I involvement by private sector and NGO organizations (implied)	On going	The nominated Minister of Environment and Natural Resources has a strong commitment to the involvement of the private and NGO community.
4 Assist in strengthening targeted capacities of appropriate organizations in NRM-related training, enforcement, information management, participation in policy improvement processes and in policy implementation (implied)	On going	The Policy Component has been active in each of these areas as the above express contractual obligations relay.
5 Limited software, hardware and equipment support (express/implied)	May 1997	The Project has provided National Counterparts with appropriate hardware and software to enhance their E/NRM capacities.
II. POLICY COMPONENT HOST COUNTRY INSTITUTIONAL RELATIONSHIPS (C.4.3, pg 12)		
A. Professional working relationship		

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
1. Members of the Contractor team will work closely with personnell of NGOs, SEMA and MAG... (C.4.3, pg 12.§1)	On going	The Policy Advisor has worked closely with a number of different personnel from different agencies (governmental or not). Most prominent among these are: SEMA, DGRNR, OAPA, PRISMA, SALVANATURA, CEDRO, FUNDE and FUSADES
2. ...establishing professional working relationships which promote the use of sound natural resource management techniques (C.4.3, pg 12.§1)	On going	The overall objective of the close working relationship with national counterparts is to promote the use of sound natural resource management techniques.
B. Relationship with SEMA: (C.4.3, pg 12) SEMA, as the chief GOES counterpart for the Project, will have responsibility for:		
1. SEMA is responsible for ensuring that counterparts are designated by the ECC and the MOE to work with the Contractor technical assistance team in all three components of the Project; (C.4.3, pg 12)		Unfortunately SEMA has not provided the Policy Advisor with adequate national counterpart personnel
2. SEMA is responsible for providing office space and adequate administrative support to selected members of Contractor team in SEMA facilities or in close proximity to appropriate counteaparts; and (C.4.3, pg 12)		The office space provided to the Policy Advisor was not adequate despite several mentions to that effect. Traffic and gas station fumes permeated the office space. The noise level due to the proximity to a main thorough fare was totally inappropriate for a working environment.
3. SEMA is responsible for providing adequate staff and support for the Project, preparing programmatic programs and final reports as required by the Project, accepting delivery of commodities, preparing waiver requests, and monitoring Project activities throughout El Salvador. (C.4.3, pg 13)		The administrative abnormalities were detected and pointed out by Project staff.
III. IMPLEMENTATION PROBLEM/CONFLICT RESOLUTION MECHANISMS (C.4.4, pg 13)		
A. Coordination		
1. Coordination will be effected through regular meetings of the Project Management Group (PMG) (C.4.4 §1, pg 13)	Attempted	The Project Management Team never did make it off the ground.
B. Assistance		
1. The PMG will enlist the support of superiors and colleagues of each organization in carrying out actions as set forth in the approved Annual Action Plans. (C.4.4 §3, pg 13)	On going	

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Contract commitment (numbers in parentheses indicate corresponding section in Contract and page #)	Date	Status
IV. TECHNICAL ASSISTANCE (C.4.5, pg 13)		
A. Chief of Party		
B. Natural Resource Management Policy Advisor		
1 Serve as primary technical consultant on ENRM to SEMA (C.4.5.B.1, pg 15)	On going	Originally SEMA was the main focus of the Policy Advisor. After the impossibility of accomplishing Project objectives with SEMA the focus turned to other institutions especially DGRNR. Various institutions governmental and non-governmental recognize the role that the Policy Advisor has had in providing technical assistance in E/NRM.
2 Oversight of STTA program for policy improvement activities (C.4.5.B.1, pg 15)	On going	The Policy Advisor has directly supervised a total of 32 consultants in the Policy Area.
3 Coordinate with other GOES agencies, USAID and other donor agencies while advising SEMA on the development of policies, laws, and regulations required for natural resources management (C.4.5.B.2, pg 15)	On going	The Policy Advisor has been instrumental in coordinating efforts with international donors: IDB, FAO, UNDP, and the World Bank. He has also coordinated efforts within Government agencies (National Environment Law, Forest Law) and also with a number of NGOs.
4 Assist to prepare, disseminate, achieve endorsement and oversee implementation of periodically updated NES (C.4.5.B.3, pg 15)	4 th Qtr 1997 forward	The Policy Advisor envisions that this will now be possible with the new Minister of Environment who sees this as a key to the success of the Ministry of the Environment.
5 Assist and insure coordination between SEMA and others to enhance policy analysis, formulation and feedback capabilities (C.4.5.B.4, pg 15)	On going	The Policy Advisor was who initiated the Inter-institutional and Multi-disciplinary Working Groups in the different sectors considered important to the country (land use planning, forestry, water)
6 Coordinate with other donors to achieve policy improvement conditionalities (C.4.5.B.5, pg 15)	On going	The Policy Advisor has coordinated with other donors on policy improvement conditionalities (IDB, FAO and World Bank)
7 Coordinate and assist SEMA and others to implement policy improvement monitoring, evaluation, feedback and dialogue (C.4.5.B.6, pg 16)	1 st Qtr 1998	This is an activity that the Policy Advisor envisions will be in place at the end of the project especially due to the arrival of a technically minded minister in charge of the Environment Ministry
8 Submit reports and other administrative information to the USAID project manager as required (C.4.5.B.7, pg 16)	On going	Not only has the Policy Advisor submitted the necessary reports to USAID he has also provided the Project Officers with timely information on various E/NRM issues that they needed in the course of the project to date.

NOTE: An attempt is made in this table to present a more logical order of the list of tasks (specific and more general) that are in the contract and that are pertinent to the Policy Component. These tasks appear in Section C.4 of the Contract and are numbered sequentially. It is only in

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Section C.4.1 (that has a list of 20 specific tasks) that the sequence presented in the contract is shuffled a little bit. Due to the table format some of the lengthy text describing some of the tasks is summarized.

ACRONYMS USED IN THIS DOCUMENT:

ACRONYM	DEFINITION
DMS	Data Management Specialist
ECC	Executive Coordinating Committee
ENRM	Environment and Natural Resource Management
EOP	End of project
LOP	Life of project
LT	Long term
MOE	Ministry of Education
NES	National Environment Strategy
NRM	Natural Resource Management
ST	Short term
STTA	Short term technical assistance
TA	Technical assistance
TPA	Training/Procurement Advisor

3.2 Status of Contractual Commitments: Demonstration of Benefits Component

The following table is intended to clarify the accomplishments of the Demonstration of Benefits component of GREEN PROJECT relative to the specific tasks of the contract (pp. 11-12 of 41). We request that the evaluation team incorporate this information into the evaluation report and that USAID consider it carefully in its assessment of the Project team's performance.

Specific Tasks of D.A. Component (pp. 11-12 of contract)	Status of Work on this Task (May, 1997):
In coordination with the ECC and at least 4 NGOs, develop a mutually satisfactory plan for collaboration, by end of Year 1.	The ECC met only once (Aug. 1995) and dissolved. Two coordination workshops in July and August, 1995, with CENTA, DGRNR, CENDEPESCA led to the 1996 Plan and "Strategic Guidelines for the D.A.", subsequently published in Jan. 1996.
In coordination with the municipalities of San Francisco Menedez and Jujutla, develop a mutually satisfactory plan for collaboration by end of Year 1.	Participatory Rural Appraisals in Barra de Santiago Canton (M. Jujutla, March, 1995); San Jose Naranjo Canton (M. Jujutla, Feb. 1995); San Francisco Menendez, Feb. 1995) established priorities for collaborative work in D.A. between ADESCOs, mayors, and Project.
Coordinate with environmental NGOs during first 6 months and develop formal plans for NGO assistance by end of Year 1.	Plans for assistance to AMAR were developed in June, 1995, and carried out in late 1995 and 1996. Plans for assistance to SalvaNatura were developed in October, 1995, and implemented in 1996 and 1997 (the El Imposible Park Management Plan).
Conduct pilot participatory rural appraisals in at least four of subparts of the demo area during the first six months, and 15 appraisals in each 6 months thereafter for the next 2 years.	In addition to the three five-day PRAs mentioned above, four additional smaller, one to two-day PRAs were done in 1996 and 1997. Since then, community diagnostics have been elaborated for 15 communities, but these are simpler than PRAs.

Assist counterparts in implementing the baseline survey during the first 6 months.	A baseline survey was carried out with counterparts in late 1994 with over 300 households, under supervision of the Abt COP. The draft report was prepared by Abt in April, 1996. It was never published officially.
Assist counterparts to establish at least 200 NRM sites during Year 1 and a total of 2,000 over the LOP. --THIS TASK IS ALSO THE KEY END OF PROJECT OBJECTIVE FOR THE D.A.	The D.A. team, CENTA, SalvaNatura, and DGRNR established 1,781 sites (farms) with improved natural resource management technology (average 1.3 technologies/farm) up to March, 1997. During the next two years the number of conservation technologies per farm household will increase with the Farmer-Promoter Program.
Establish NRM program for two agrarian reform coops each year until all coops in the DA have been covered.	Forestry planning with two coops was proposed for Feb-March, 1997, but stopped by USAID until June, 1997.
In coordination with GOES agencies, NGOs, and municipios, establish a work plan for the DA by Month 8.	First Inter-institutional Work Plan (SEMA, DGRNR, AMAR, SalvaNatura, CENTA, CENDEPESCA, Alcaldia SF Menendez) developed in a three-day workshop, July, 1995, Cara Sucia, with Dr. Jorge Faustino, consultant.
Assess economic impact of Project interventions at end of Month 30 and at end of Year 4.	Socio-economist for DA hired by SEMA in May, 1997. This person is now developing survey instrument to analyze economic impacts of project activities.
Refine interventions based on assessments beginning at Month 33.	First evaluation of acceptance of project technology conducted in January, 1997 (127 interviews selected at random from data base for 10 technologies).
Supply educational materials to GREENCOM based on activities in the DA beginning at Month 18.	GREENCOM hired an environmental educator for the D.A. in May, 1996. Unfortunately, within two months this person became ill and was not replaced, leaving materials in process. The D.A. component now has 4 modules on conservation education validated, and can work with GREENCOM on these.

Conduct bio-diversity survey in the demonstration area by end of Year 2.	During the El Imposible Park Management Plan process, two consultant biologists published "Plan para la Conservacion de la Biodiversidad del Parque Nacional El Imposible," a 135-page report based on field surveys of birds and plants done in 1996.
Organize 5 observational trips for government or NGO counterparts to visit other Central and South American countries to observe NRM techniques.	We carried out two (2) trips to Project LUPE in Honduras including 13 supervisory and extension staff of CENTA, 2 of DGRNR, and 12 farmers (Nov. 1995, Aug. 1996). We sent five AMAR, SEMA, and CENDEPESCA staff to a Coastal Zone tour in Ecuador for two weeks in Sept. 1995.
Organize and or participate in 6 to 8 international meetings to discuss regional resource management.	Sent staff from SEMA, CENDEPESCA to one meeting in Nicaragua on mangroves, plus one tour with SalvaNatura, PROARCA, USAID-Guatemala, USAID-Panama, Peace Corps, USAID-Nicaragua in El Imposible in 1997.
Arrange all participant training identified in the training plan for the DA component.	The training data base indicates the DA component has trained 1,400 men and 795 women from 1995-1997. Some early 1995 training is not included (data lost). The DA advisor and training advisor organized the "Taller Mujer y Medio-Ambiente" on 19-20 March, 1997, with 53 men and 149 women (not included above).

In summary, Winrock International, the sub-contractor for the Demonstration of Benefits Component of GREEN PROJECT, feels that significant progress has been made on completion of the specific tasks, and especially the end-of-project objective, in the contract. We are willing to make the mid-course corrections to the contract which USAID-El Salvador feels are appropriate. We will coordinate with Abt Associates, the prime contractor, to negotiate any contract amendments, or alterations to the contract scope of work which are necessary. However, in doing so we must carefully consider any changes that might affect commitments the D.A. component has with project collaborators. If significant changes are made in the DA component,

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- collaborators should, as before, have input in the process to ensure continuity of project activities.
- Thank you for this opportunity to comment on the Mid-term Evaluation document.

ATTACHMENT G-II TO ANNEX G

**MATRIX OF CONTRACTED SOW ACCOMPLISHMENTS,
EXPECTED ACCOMPLISHMENTS AND MODIFICATIONS TO
CONTRACTOR SOW PROPOSED BY POLICY ADVISOR**

(CROPS) Project - USAID Contract # 519-0385 (C-00-3082-00)
Status of Policy Component Commitments per Contract

Status of Policy Component Commitments per Contract								Proposed new elements
Contract commitment! (numbers in parentheses indicate corresponding section in Contract and page location)	Date		Modifications					
	Accomplished	To be accomplished	Delete	Modify	Modify to	Date		
I. SPECIFIC TASKS (C.4.1, pg 8)								
A. Planning Elements								
- LOP Action Plan (C.4.1.2, pg 9)	Initial attempt/95							
- Annual Action Plan (C.4.1.1, pg 9)	Yearly	May97						
- Training Needs Assessments (C.4.1.3, pg 9)	1995							
- LOP Training Plan (C.4.1.3, pg 9)	1996							
- Equipment Needs Assessments and Acquisition Plan (C.4.1.4, pg 9)	1995							
B. Training Program Elements								
1. In Country								
a. On the Job (implied) ²								
- Long term: Policy Advisor Counterparts	On going ³	EOP						
- Long term: Training/Procurement Advisor-TPA	YES							
- Long term: Data Management Specialist-DMS	On going ⁴							
- Short term: Expatriate ST consultant counterparts	On going ⁵							
b. Short Term Workshops/Seminars (129 total) (express) (C4.1.5, pg 9)								
- to enhance stakeholder policy support	On going ⁶							
- for implementing agency personnel in policy changes	On going ⁷							
- in protected area management planning	Sept 1996 ^{8,9}	ActPln97 ¹⁰						

Contract commitment (numbers in parentheses indicate corresponding section in Contract and page location)	Date		Modifications				Proposed new elements
	Accomplished	To be accomplished	Delete	Modify	Modify to	Date	
- for enhancing civic involvement in NES updating		1998					
- for enforcement capability enhancement	2 nd Qtr 96 ¹¹						
- for EIS and EIA system implementation/improvement				M		2 nd Qtr 1997	
- for national land use system planning	Aborted ¹²	1998					
2. Regional/Offshore							
a. Identify and gain acceptance of candidates for short term training in Latin America in accordance with the training needs assessment (C.4.1.7, pg 9)	July/96 ¹³						
b. Identify and gain acceptance of candidates for long term training as follows: 4 each in yrs 1 & 2 and 2 in yr 3 (C.4.1.6, pg 9)		1998 ¹⁴		M	Masters Program in country	1998	Two track masters program in NRM
C. Information management and Impact systems program elements (express)							
1. Design and implement a management information system (MIS) for the Project which will also track specific indicators as set forth in USAID Strategic Objective No. 5 by March 1995 (C.4.1.8, pg 9)	March/97	EOP ¹⁵					
2. Assist SEMA ¹⁶ to have the Environmental Information System (EIS) in place and operating by month 18 (C.4.1.15, pg 10)	Attempted	2 nd Smstr 1997		M	Complement IADB EIS ¹⁴		Incorporate Policy relevant modules into the proposed EIS
3. Assist SEMA to have the Environmental Impact Assessment System in place and working by Month 18 (C.4.1.17, pg 10)		1998 ¹⁹					
D. Policy Improvement/Reform Assistance program elements (express)							

Contract commitment (numbers in parentheses indicate corresponding section in Contract and page location)	Date		Modifications				Proposed new elements
	Accomplished	To be accomplished	Delete	Modify	Modify to	Date	
1. Update the National Environmental Strategy, using participatory workshops to foster civic involvement, by January 1996 and again by January 1998 (C.4.1.10, pg 10)	Attempted ²⁰	1 st Qtr 1998					
2. Develop a policy reform agenda in coordination with SEMA by Month 6 (C.4.1.11, pg 10)	Attempted ²¹	4 th Qtr 1997 ²²					
3. Assist SEMA in developing and promoting NRM legislation in the areas of general water policy, fisheries, coastal zone management policy and other policy areas outlined in the annual work plans by the end of Year 2 by providing: (C.4.1.12, pg 10)	Attempted ²³	4 th Qtr 1997 onwards					
a. Economic analysis (as appropriate) (C.4.1.12.i, pg 10)	On going						
b. Stakeholder Analysis (as appropriate) (C.4.1.12.i, pg 10)	June/96						
c. Institutional Mapping (as appropriate) (C.4.1.12.i, pg 10)	June/96						
d. Workshops and seminars to build support (C.4.1.12.ii, pg 10)							
e. Assistance in drafting regulations (C.4.1.12.iii, pg 10)	On going						
f. Training for personnel of implementing agencies (C.4.1.12.iv, pg 10)	On going						
g. Media Strategy coordinated with GREENCOM (C.4.1.12.v, pg 10)	On going						
h. For each new law or policy, evaluation of impact within one year following enactment (C.4.1.12.vi, pg 10)		1 st Smstr 1998					
E. Institutional Strengthening program elements (express and implied)							
1. Propose a refined organizational structure for SEMA and the necessary steps to implement a structure by Month 5. Monitor implementation and assist where appropriate	1996/7 ²⁴			M	Assist new Ministry to define Org. Structure		

Contract commitment (numbers in parentheses indicate corresponding section in Contract and page location)	Date		Modifications				Proposed new elements
	Accomplished	To be accomplished	Delete	Modify	Modify to	Date	
2. Assist in strengthening and channelling policy Formulation, Acceptance and Implementation (FA&I) leadership and/or participation capacities of other key environment-related GOES agencies implied	On going ²⁵						
3. Assist in strengthening and channeling FA&I involvement by private sector and NGO organizations implied	On going ²⁶						
4. Assist in strengthening targeted capacities of appropriate organizations in NRM-related training, enforcement, information management, participation in policy improvement processes and in policy implementation implied	On going						
5. Limited software, hardware and equipment support (express implied)	May 1997						
II. POLICY COMPONENT HOST COUNTRY INSTITUTIONAL RELATIONSHIPS (C.4.3, pg 12)							
A. Professional working relationship							
1. Members of the Contractor team will work closely with personnell of NGOs, SEMA and MAG... (C.4.3, pg 12. §1)	On going			M	New player, Min. Env, will change scenario		
2. ...establishing professional working relationships which promote the use of sound natural resource management techniques (C.4.3, pg 12. §1)	On going						
B. Relationship with SEMA: (C.4.3, pg 12) SEMA, as the chief GOES counterpart for the Project, will have responsibility for:				M	New Min. Env. becomes chief GOES counterpart		
1 SEMA is responsible for ensuring that counterparts are designated by the ECC and the MOE to work with the Contractor technical assistance team in all three components of the Project; (C.4.3, pg 12)				M	New Min. Env. will designate counterparts		

Contract commitment (numbers in parentheses indicate corresponding section in Contract and page location)	Date		Modifications				Proposed new elements
	Accomplished	To be accomplished	Delete	Modify	Modify to	Date	
2. SEMA is responsible for providing office space and adequate administrative support to selected members of Contractor team in SEMA facilities or in close proximity to appropriate counterparts; and (C.4.3, pg 12)				M	work closely w/new Ministry of Environment		
3. SEMA is responsible for providing adequate staff and support for the Project, preparing programmatic programs and final reports as required by the Project, accepting delivery of commodities, preparing waiver requests, and monitoring Project activities throughout El Salvador. (C.4.3, pg 13)				M	work closely w/ new Ministry of Environment		
III. IMPLEMENTATION PROBLEM/CONFLICT RESOLUTION MECHANISMS (C.4.4, pg 13)							
A. Coordination							
1. Coordination will be effected through regular meetings of the Project Management Group (PMG) (C.4.4.1, pg 13)	Attempted						
B. Assistance							
1. The PMG will enlist the support of superiors and colleagues of each organization in carrying out actions as set forth in the approved Annual Action Plans. (C.4.4.3, pg 13)	On going						
IV. TECHNICAL ASSISTANCE (C.4.5, pg 13)							
A. Chief of Party							
B. Natural Resource Management Policy Advisor							
1. Serve as primary technical consultant on ENRM to SEMA (C.4.5.B.1, pg 15)	On going			M	SEMA substituted by Min. Environment		
2. Oversight of STTA program for policy improvement activities (C.4.5.B.1, pg 15)	On going						

Contract commitment (numbers in parentheses indicate corresponding section in Contract and page location)	Date		Modifications				Proposed new elements
	Accomplished	To be accomplished	Delete	Modify	Modify to	Date	
3. Coordinate with other GOES agencies, USAID and other donor agencies while advising SEMA on the development of policies, laws, and regulations required for natural resources management (C.4.5.B.2, pg 15)	On going						
4. Assist to prepare, disseminate, achieve endorsement and oversee implementation of periodically updated NES (C.4.5.B.3, pg 15)		4 th Qtr 1997 forward					
5. Assist and insure coordination between SEMA and others to enhance policy analysis, formulation and feedback capabilities (C.4.5.B.4, pg 15)	On going						
6. Coordinate with other donors to achieve policy improvement conditionalities (C.4.5.B.5, pg 15)	On going						
7. Coordinate and assist SEMA and others to implement policy improvement monitoring, evaluation, feedback and dialogue (C.4.5.B.6, pg 16)		1 st Qtr 1998					
8. Submit reports and other administrative information to the USAID project manager as required (C.4.5.B.7, pg 16)	On going						

ACRONYMS USED IN THIS DOCUMENT:

ACRONYM	DEFINITION
EOP	End of project
LOP	Life of project
ST	Short term
LT	Long term
TA	Technical assistance
DMS	Data Management Specialist
TPA	Training/Procurement Advisor
NRM	Natural Resource Management
ECC	Executive Coordinating Committee
MOE	Ministry of Education
ENRM	Environment and Natural Resource Management
NES	National Environment Strategy

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1. An attempt is made to present a more logical order of the list of tasks (specific and more general) that are in the contract and that are pertinent to the Policy Component. These tasks appear in Section C.4 of the Contract and are numbered sequentially. It is only in Section C.4.1 (that has a list of 20 specific tasks) that the sequence presented in the contract is shuffled a little bit. Due to the table format some of the lengthy text describing some of the tasks is summarized.
 2. The contract does not stipulate explicitly that the Policy Component will provide long term in country training to national counterparts. One can imply that this will occur when there is such a long period of professional relationship as stipulated in the contract. Therefore these categories are placed here even though they do not appear in the contract since they are an added benefit with which the country can count with.
 3. Long term, in country training to policy advisor's counterpart is an implied activity. The Policy Advisor has had two national counterparts who he has trained in policy issues to the extent that their limited training in policy analysis and environmental issues has allowed. These two initial counterparts, Ms. Mariela Lozano and Mr. Jaime Rovira, when appointed did not meet the SETEFE approved terms of reference. They were appointed extemporaneously by the former director of SEMA, Mr Horacio Rios who modified these terms of reference to reflect their backgrounds. Ms. Lozano, for example, had not yet completed her university degree in business. Mr. Rovira on the other hand, a lawyer by training indicated, when we first met that he had no experience whatsoever in environmental or natural resources issues much less in addressing these issues in legal terms. It is fair to say that he expressed interest in "learning the ropes". Under these terms I embarked on an extensive in house training having both accompany me in the GreenBook training sessions that we undertook. Both were not accustomed to the rigors of serious analysis and soon resorted to performing rote functions.
 4. The Data Management Specialist position is currently held by Mr. Luis Heymans. He has established the necessary databases in order to allow both components to monitor their effects on the national environment. He has been working closely with national counterparts, especially of SEMA and DGRNR. Mr Heymans has officially presented his resignation as of June 1st claiming his instability in the Project and better pay. This might create some difficulties in that there will apparently be no transition time.
 5. The Consultant's Handbook (developed by the projects administrative personnell, in consultation with the technical staff) stipulates that consultants are to prepare a briefing of their findings to a local audience that includes national counterparts. This is a manner to provide on the job training and to provide the latest information of a specific field to national counterparts.
 6. A number of seminars have been imparted concentrating on different sectors. These were primarily training seminars on policy analysis concentrating on the following sectors or stakeholder groups: a) Fisheries; b) Water; c) Land Use Planning; d) Forests;

- e) Committee on Health and Environment of the Legislative Assembly. The current Action Plan focuses on working with mayors and helping them identify solutions to their environmental and natural resources problems.
7. A series of Policy Analysis workshops were undertaken from the beginning of the Project and is still an activity contemplated in the current Action Plan. These Workshops have contributed to enhancing the policy dialogue in the country by training (and many times introducing) mid to high level technical staff of various governmental, non-governmental and private sector organizations to the rigors of policy analysis in the environmental and natural resources area. A measure of success has been that some of those trained indicate that they use the methodology (GreenBook) in their day to day work.
 8. In the context of the Forest Sector Analysis that led up to the National Forum on the Forest Sector an inter-institutional working group convened to discuss the Protected Areas situation of the country. Experienced park specialists from the US Park Service and US Forest Service were the resource people. This provided 33 national counterparts an opportunity to discuss the National Protected Areas situation and provide the necessary input for the Natural Protected Areas Law.
 9. In the past year a concerted effort was undertaken in support of the NGO, SalvaNatura, whose mandate is to manage the Imposible National Park, to develop this Park's Management Plan. This was done in a participatory manner with participants representing all the different stakeholders in the area of influence of the Park.
 10. In the 1997 Action Plan, Sub-activities 6.4, 6.5 and 6.6 of Results Package 4.2.1 contemplate working, analyzing and proposing solutions to the situation of the Barra de Santiago Protected Area.
 11. A 2 day workshop on Enforcement of Environmental Legislation was held with the Departamento Ambiental de la Fiscalia, and of the PNC, SEMA, 5 members of the Committee on Health and Environment of the Legislative Assembly plus a few environmental technical experts from Guatemala and Honduras. The invited speakers were from the USEPA.
 12. One of the first working groups in which the Policy Advisor was involved when he arrived in El Salvador was in Land Use Planning Policy. A proposal for Land Use Planning was being discussed and had all the technical elements in place for a successful implementation. The political willingness of the Government at the time was not in place to push the adoption of the Policy nor of the Legislation that was subsequently prepared. The Policy Advisor also provided training courses in Policy Analysis which focused on Land Use Planning.
 13. Five national technical people were sent to Ecuador for a short term training course in Integrated Coastal Zone Management.
 14. A Masters Program in Natural Resource Management was created at the UCA (Universidade Centro Americana "José Simeon Cañas". This was done with the intention of obtaining a "bigger bang for the training buck". They are now trying to find the

seed money to take them the next step. Unfortunately the Project had to remove its support for this enterprise due to budgetary constraints.

15. The MIS is an effort that requires constant updating. Therefore it is an activity that is envisioned through the End Of Project.
16. This is a rapidly moving target. As of this writing SEMA is slated to be supplanted by the Ministry of Environment and Natural Resources. It is not yet clear if it will continue as an enforcing arm of the Ministry or if it will be eliminated entirely. The assistance to SEMA should formally be transferred to the Ministry.
17. Upon arrival into the country the Policy Advisor attempted to establish a close working relationship with the Information Specialist of SEMA. Despite this individual's good intentions and willingness to undertake the development of a Policy relevant database and information system the lack of support from his superiors who were not convinced of the importance of developing such a system plus his very limited resources at his disposal made it almost impossible. Both the Policy Advisor and the Chief of Party attempted to persuade the director at the time that this was in his institutions best interest and that we would support him in this task. Equipment was purchased to support the Information Unit and the Project's Data Management Specialist supported the Information Unit by developing, in close association with that Unit's Head, said Information System. This was developed and eventually delivered to SEMA. But soon thereafter the Information Specialist left SEMA having found a more attractive job in the private sector. The Project's DMS also left shortly thereafter to return to his native Chile. Shortly thereafter the Project's Chief of Party resigned after which the Project went through a transition period. At this point the IADB decided to hold off on its releasing the monies that had been committed to the PAES program due to its perception of inadequate leadership within SEMA. This obviously meant that the monies for equipment and STTA for the EIS was suspended until they were satisfied that the money would be well spent. It has only been recently that the smaller part of the PAES monies which was earmarked for the EIS was disbursed. The Contractor for this EIS Project has subsequently developed a proposal which has just been released in draft form. The Policy Advisor participated in the briefing held for the director of SEMA and has submitted his comments.
18. The Inter-American Development Bank (IADB) is funding a full fledged development of an Environmental Information System as part of the PAES (Programa Ambiental para El Salvador). We should seek to complement the activities of this effort guaranteeing that the System will provide the information necessary for Policy Formulation. To that effect the Policy Advisor has participated in coordinating meetings in which he has provided feedback to the Canadian implementing Contractor (S&M Group) on their proposal of the System.
19. This assistance will now depend on the priorities that the new Ministry will establish.

20. The National Environmental Strategy despite its flaws (e.g. a seemingly endless list of environmental problems without a strategy per se) is a good starting point of departure for SEMA. The document was consulted in a limited fashion due to budgetary constraints and does reflect the country's main environmental concerns. Despite these positive aspects it was not utilized as a starting point by the newly appointed Director of SEMA in 1994. At the time the Chief of Party, Dr. Norton suggested that SEMA utilize the document as a jumping board to formulate national ENRM policies. The concept was that use the information available and make note of the flaws in order to improve the second edition. Due to the idiosyncracies of the Director this was not an acceptable modus operandi as this would validate the previous director's work. This was one of the first instances in which the Project was faced with the realization that the Director was not very interested in the policy nature of the institution he was directing.
21. Given the difficulties expressed above, namely the lack of understanding of the Director of SEMA in 1994 that the institution under his directorship is primarily an agency whose main responsibility is to formulate and coordinate national ENRM policies it was difficult to obtain his interest and understanding as to why efforts should be expended on developing a policy reform agenda. The international advisors (Chief of Party, the Policy Advisor and the Education Advisor) all attempted to convince him of this need to no avail. The Policy Advisor also worked more successfully with the head of the Unit of Special Studies, who was also in charge of policies (Mrs. Maria Luisa Reyna de Aguilar), and attempted to pursue the establishment of a policy agenda. This was eventually blocked by the Director and Mrs Aguilar saw it fit to leave the institution and become an independent consultant.
22. With the new Ministry of Environment just created and with the preliminary talks that the Policy Advisor has had with the newly appointed Minister, Mr. Miguel Araujo, it is envisioned that this step will be accomplished as soon as possible. Mr. Araujo has mentioned the importance of establishing this policy agenda and that he sees it as an important stepping stone in setting the country on a path to sustainable development. In his mind the policy agenda will be a constantly updated document that will provide his Ministry with critical guidance for next steps.
23. With the difficulties presented by the lack of understanding of the Director of SEMA of the importance of establishing a strong policy unit it became even more difficult to assist SEMA in developing and promoting NRM legislation in the areas of general water policy, fisheries, coastal zone management policy and other policy areas. In order to pursue this path the Policy Advisor found more receptiveness in the Ministry of Agriculture with the Minister, the Director of DGRNR, Ms. Inez Maria Ortiz, the Director of OAPA, the Director of CENTA, and the Director of CENDEPESCA. Given the nature of her mandate a closer working relationship was formed with the Director of DGRNR. It was in this context that the Forest Sector analysis ensued. Given the political interest that the Director of SEMA had in the National Environmental Law this piece of legislation was the only one in which SEMA actively participated.

24. The Policy Advisor with the assistance of the other international advisors has provided SEMA with technical assistance on the organizational structure. Extensive workshops were held internally in the institution following a highly participatory process which resulted in a refined proposal but that was rejected by the Director through his Administrator despite his initial concurrence with the proposal in a private briefing. The disagreement by the director on these participatory staff meetings were to a certain degree the reason for the departure of the Head of the Policy Unit at the time. This Unit was subsequently eliminated.
25. The nominated Minister of Environment and Natural Resources has already expressed his interest in strengthening his policy formulation, acceptance and implementation capacity. His apparent Vice-Minister, Mrs. Maria Luisa Reyna de Aguilar (who incidentally was the Head of the Policy Unit in SEMA referred to in the previous endnote) is also of the same opinion and "looks forward to resuming where we left off".
26. The nominated Minister of Environment and Natural Resources has a strong commitment to the involvement of the private and NGO community.

ANNEX H

TECHNICAL ANNEX: DEMONSTRATION OF BENEFITS

1. Introduction

Activities in the Demonstration Area may be divided into four distinct programs:

- **Improved Conservation Practices**, validating transfer of technology (extension) methodologies for improved soil and water conservation practices, including agro-forestry for sustainable management of the natural resources for the target population of the small family farm, 1-3 Ha. in size.

- **Management of (two) Protected Areas** and their corresponding buffer zones, with the objective of conserving bio-diversity and creating sustainable economic opportunities for local populations.s.

- **Community Conservation Program**

- **Water**

2. Findings/Conclusions/Recommendations

a. Activity I, Improved Conservation Practices

1) Introduction

This activity must be analyzed using two distinct time periods. The first period starts with project initiation in 1994 and runs through 1996. During this period, the implementing entity was CENTA and the Project contributed technical assistance and strategic incentives for developing creative innovations within CENTA's "EDO" extension methodology.

The second period begins in 1997 when the Green Project (with support from SEMA) becomes the implementing entity, and in effect establishes its own extension program, using the Farmer-Promotor extension methodology developed by the LUPE Project in Honduras.

2) Findings:

During the first phase of the project which should be called a period of institutional strengthening for the three CENTA "Agencies" in the "D.A.", several notable achievements must be recognized which contributed to making CENTA's "Green Revolution

Technology," more sustainable for hillside agriculture.

- Strengthening of CENTA field staff with seven additional extensionists (paid for with counterpart funding, initially paid through CENTA, and then by SEMA) providing additional field coverage within the "D.A."

- The introduction of Participative Rural Planning (PRP), diagnosing community and farmer problems, in order to better address their needs.

- Financial support for strategic incentives to farmers, such as "vetiver" grass for live barriers, "macuna" and "canavalia" seed for covering crops (reducing the need for herbicides and complementing CENTA's zero tillage practices), and trees or tree seeds for agro-forestry practices enabling them to adopt improved technologies.

- Training in and promotion of Integrated Pest Management (IPM) techniques, contributing to the reduced use of chemical insecticides. One case in point is the introduction of *Azadiracta indica* trees and the use of its seed within the storage of grain to reduce post-harvest loss from insect damage.

- Financing the "Demonstration Farm Model" (through the **Community Conservation Program**) and strengthening CENTA's "EDO" methodology by incorporating the "Círculo Vecinal de Productores (CVP)" into their system. Under this system, all the CVP farmers attending bi-weekly training sessions, rotating the farms visited each session. All participating farmers received the strategic incentives ("vetiver" grass and pineapple cuttings). As an incentive to construct absorption ditches, shovels and pickaxes were provided as they are not available at the community level.

3) Conclusions

- The SEMA management decision to remove the seven extensionists paid for with counterpart funding from CENTA and to create a new implementing entity under Green Project represents a clear break in the implementation philosophy of the project. Changing strategies from strengthening CENTA (ie., cutting back its staff by half and reducing financial aid used for purchasing strategic incentives such as vetiver grass or macuna seed) and creating a parallel group of "training specialists" (mostly former CENTA extensionists) to train farmer/promoters in a limited number of conservation

practices, has seriously undermined the Project and should be stopped.

-- The Project, by distributing the training of the Farmer-Promoters over a three year period (which extends past the life of the Project), is losing the synergisms that can result from integrating farm production. An example of a practice that produces a synergistic effect would be the introduction of dwarf elephant grass for the construction of living barriers in farms that have cattle. Planted in sediment traps formed behind check dams for gully erosion control, or planted along the contour for the establishment of terraces, this cut grass not only serves as a forage for animals, but contributes to the accumulation of manure for corralled or stabled animals that could be used as a soil amendment.

-- The failure of the Project to recognize the productive contribution of women and the importance of working with minor species (chickens, pigs, goats, etc.) and cattle restricts the potential impact of any extension methodology. By ignoring these factors, the Project has lost the synergisms that result from integrated farming systems and losing the incentives generated by integrating production. A prime example of the Project failure to employ an integrated approach to hillside farming is that "macuna" is being promoted for ground cover without using the seed produced as a protein supplement for animals.

-- The D.A. Component has lost sight of its overall mandate of contributing to sustainable **NRM**, being distracted by other activities that should be carried out by other institutions that focus on rural community development.

4) Recommendations

a. The formulation of the technical package of improved conservation practices should be strengthened during the 1997 planting season to reflect the integrated farming systems of the target population within the D.A. Besides the basic grain production, animal production, tree production (for fuel, forage or construction) and farm gardens should be considered. Local traditional knowledge of species found growing in the D.A. should form the basis of the agro-forestry technologies, reinforced with improved germplasm from CENTA. Within the existing living fences that form part of the existing farming systems are many forage species that are currently being used and that could be intensified.

b. Within the existing institutional framework, encourage CENTA for the 1997 planting season to replicate the MIRAMAR Community Conservation Project by establishing **Demonstration Farms** in critical areas within the "D.A." CENTA should be encouraged to present one project for each of its extension agents working within the area, with the Project providing them with the strategic incentives required to work with farmer groups. Monitoring of production should be expanded to a percentage of the other CVP farmers, and not just be limited to the Productor Enlace.

c. Farm production records should be maintained for the model farms, expanded to cover all production systems found on the farm, including an integrated approach involving animal production as well as agro-forestry. To carry out the necessary economic analysis of this monitoring system, a full-time national farm management specialist should be hired with international technical backstopping as needed.

d. Intensify the work of developing the LUPE methodology of transferring technology, using the Farmer-Promotor program to establish a bridge between NGOs and CENTA. The technical package must be completed as soon as possible during 1997 to support Integrated Sustainable Hillside Agriculture, using the synergisms resulting from integrated production systems as an incentive for farmers to adopt improved practices that produce short term benefits of increased productivity and increased production.

e. Sustainable integrated hillside agriculture practices should be documented in an informal environmental education series for use inside and outside the demonstration area. Two or more series should be prepared, one for the rural target population and the second for extensionists and professionals, possibly in the form of a manual. This work should be carried out by GreenCom with CENTA, strengthening their existing communication unit that prepares informal training and extension materials. CENTA's gender program that recognizes the production contribution of women to the small farm economy should be incorporated into the Project.

f. The justification for a baseline study of hillside agriculture in the D.A. continues to exist. It is recommended that the study be conducted in the proposed San Francisco Menéndez/Cara Sucia sub-watershed to better identify the target population. The area of the study should be limited to the hillside farmers located above the Panamerican Highway. The study will provide a benchmark from which the impact of Project

activities can be evaluated. The study should be done in conjunction with CENTA and the NGOs working in the area.

b. Management of Protected Area: "El Imposible" National Park, co-administered by the SALVANATURA Foundation and PANAIVIS.

1) Findings:

a. Project support for preparation of the management plan for the National Park "El Imposible" represents a very important contribution to the National Resource Management process for El Salvador, not only in the traditional context of bio-diversity conservation, but also for its contribution toward strengthening PANAIVIS and an NGO, SALVANATURA, as they participate in the formulation of a participative management plan that addresses buffer zone issues.

b. Buffer zone activities have been initiated by the Green Project including community conservation projects, such as improved stoves and latrines, soil conservation and reforestation activities. The SALVANATURA tree nursery located at San Francisco Menéndez, is oversized and poorly located in relation to the whole buffer zone, with long difficult transport routes to the areas to be planted. The current planting program lacks an integrated agro-forestry strategy and often trees are planted in small parcels of land more appropriate for agricultural production. There are situations where farmers were going to cut down mature natural forests to have a place to plant trees.

2) Conclusions:

a. The management plan represents a benchmark in protected area management for El Salvador that provides a point of reference based on international, recognized guidelines that follows the International Union for the Conservation of Nature (IUCN) strategy. (Archeological sites within the protected area are receiving special attention in the management plan covering the specific mitigation concerns expressed by the Chief Environmental Officer on June 30, 1995.

b. The management plan contributes to Project objectives by protecting critical watersheds that are the year-round source of water for downstream stakeholders, and also provide the mangrove ecosystem with the fresh water required to sustain the aquatic life system found in the "Barra de Santiago." Failure to maintain this ecosystem would drastically affect the economy of the "Barra de Santiago," its resident population and the transitory population that frequents the beach and mangrove area, as well as

commercial and artisanal fishing. Siltation is already threatening aquatic life in the estuary system.

c. In the reforestation activities, species selection and numbers of plants should be based on the demand for them, restricting the number of plants that have pathological problems like "cedro" and "caoba" that require intensive management with frequent pruning. Production of citrus plants should be limited to home consumption requirements and planted when irrigation is available. Fruit trees should be more diversified and interspace amongst other forest species as a source of food for wildlife.

3) Recommendations:

a. The reforestation effort should be strengthened with T.A. for developing a more decentralized community participation strategy focusing on soil and water conservation that is agro-forestry based. Small community nurseries should be encouraged, producing species with locally collected seed that meet the needs of the communities, with more emphasis on multiple use agro-forestry species and species that could be planted to increase habitats for wildlife. Planting strategies should include reforesting ephemeral or intermittent streams, and rivers to protect the sources of water and create corridors for improved wildlife habitat.

b. The contractual commitment of Abt to prepare two management plans annually should be continued. Priority should be given to replicating the Protected Area Management process for other protected areas such as the "Complejo Los Volcanes en Santa Rosa" which forms the biological corridor known as "Apaneca" that consolidates the "El Imposible" and "Barra de Santiago" Protected Areas. These additional protected area management plan exercises will help identify other critical watersheds and could provide an area focus for funding NGOs which have a commitment to sustainable hillside agriculture through FIAES grants. (See Attachment 2: Map of Protected areas, Attachment 3: List of Protected Areas and Attachment 4: Proposed Biological corridors.)

c. Developing the Apaneca Biological Corridor would facilitate the possibility of connecting "Barra de Santiago" Protected Area with the natural areas of "Chiquimulilla Corral" Reef and "Monte Rico" in Guatemala, presenting a possibility of working with PROARCA.

d. An informal E.E. programs for buffer zone communities is fundamental for changing the attitudes of these

communities who have traditionally harvested wildlife and extracted forest products such as "pacaya" (an edible palm flower) for self-consumption and commercialization.

c. Management of Protected Areas: The Barra de Santiago Protected Area - Co-administered by AMAR-PANAVIS.

1. Introduction

The designation of the "Barra de Santiago" Protected Area as a multiple use area, reflects the pressures created by society on all sides of the area and the interest and desire by GOES institutions (PANAVIS AND CENDEPESCA) to do something to protect the area. These pressures include:

- Cooperatives and large land owners threaten the existing mangrove forest by harvesting for firewood and construction materials. There has been a reported loss (by CENDEPESCA) of 1,217 ha. of forest between 1987/88 and 1994 according to a recent evaluation of LAND SAT-TM satellite images, equivalent to 24.5% of the area, with destruction continuing.
- A large resident population dedicated to artisanal fishing and catering to heavy influxes of holiday and weekend visitors.
- Harvesting of turtle eggs during the nesting season and the effort by AMAR and several smaller groups to protect the turtles and release hatchlings from protected nurseries.
- Commercial harvesting of shrimp with trawlers.
- Siltation of the marine estuary from sediments derived from hillside sheet erosion and manure waste from cattle feed lots and dairy operations that are disposing of solid waste by dumping it into the rivers flowing into the estuaries.

2) Findings:

a. The unfortunate exit of Rhode Island University from the technical assistance consortium resulted in lost time and opportunity.

b. The failure of the consulting consortium to contract a suitable Spanish speaking specialist after three unsuccessful attempts has resulted in lost time and resources for helping formulate a Management Plan.

c. The institutional weaknesses of AMAR during late 1996, early 1997 have reduced their effectiveness and ability to participate in any management plan preparation activities. Their dependence on volunteer help and the lack of an adequate staffed professional organization limits their activities mostly to turtle protection and conservation as well as limited involvement in supervision and administration of park guards.

d. Coordination and communication between one Director of CENDEPESCA and the Green Project (SEMA) have deteriorated to such a degree that SEMA no longer provides any counterpart funding for CENDEPESCA field personnel (in particular the two community development specialists).

e. The Project's support for participative rural planning and the workshop on the ecology of the estuary system created local interest in participating in actions that could have led to the formulation of a participative management plan.

f. The Project's support of a local organization of fishermen led to the temporarily successfully enforcement of the restrictions imposed on harvesting shrimp larva in the estuary.

3) Conclusions:

a. For a successful management plan to be prepared, there must be national counterparts and organizations (NGOs and GOES) that can absorb the technical assistance so that the management plan is not prepared in an institutional vacuum.

b. The importance of old growth mangrove forests, contributing leaf litter to the estuary system where it enters the marine food chain for shrimp that pass part of their life cycle in the estuary, cannot be overstated.

c. The economic dependence of the "Barra de Santiago" community on artisanal fishing and the harvesting of marine resources in the estuaries requires an awareness of the regulations covering harvesting (the size of mesh that is allowed in the nets, restricted areas, etc.) and the protection of these resources, through the preparation and implementation of a Multiple-use Management Plan.

d. Preparation of the Barra de Santiago Multiple-use Management Plan must be participative, including the community GOES (PANAVIS, CENDEPESCA), and AMAR, but not necessarily dependent on AMAR as being the only implementor.

4) Recommendations:

a. The preparation of a participative multiple-use management plan presents an opportunity to integrate the stakeholders that interact within the area of study. A mechanism for consultation and integration of the Directors of PANAIS, CENDEPESCA and Green Project must be a pre-condition to proceeding with the plan. A letter of understanding should define in writing the institutional roles and responsibilities. In accordance with the Environmental Assessments and Mitigations concerning deforestation of the mangrove forests and archeological sites, this management plan should receive high priority.

b. The directors from the relevant GOES organizations must take part in the evaluation and selection of consultants related to management plan preparation. They should also be consulted on the formulation of the work plans and any additional studies required.

c. Specialized environmental education materials should be developed to support the management plan for the marine-estuary system that also could be used in other mangrove ecosystems in the country.

d. As part of the management plan activities, the three mile fishing limit should be evaluated, as should the turtle hatcheries activity.

d. Community Conservation Program

In the absence of a comprehensive baseline study (that the Project failed to produce), that would have provided a blue-print of the social-cultural and bio-physical status of the D.A. at the beginning of the Project, the Project initiated a process of "Participative Rural Planning" to detect the perceived needs of the communities. This process led to the establishment of an inter-institutional committee that could respond to the communities requesting financial and technical help for carrying out activities to improve the environment and reduce degradation of forests, soil, water and the atmosphere.

1) Findings:

a. The projects that have been financed to date fall primarily into four areas: improved wood stoves (564 completed); pit latrines (408); composting latrines (153); hand dug

wells (76); and improved pumps (148). This activity took approximately 80% of the D.A. field coordinator's time during 1996, and represents 1,200 of the 1,781 families that the Project claims have successfully adopted improved technologies!

b. The Ministry of Health was not included in the inter-institutional committee that decided on the feasibility or appropriateness of these projects.

c. There were no formalized groups established for training receipts in the use of and maintenance of these facilities, with no formalized environmental education program for the community relating these activities to their impact on the environment.

d. No monitoring program was established to evaluate the impact of these activities as related to improved health conditions such as reduced dysentery in children and reduced respiratory problems.

2) Conclusions:

a. Contrary to the generic mitigations in the expressed site specific environmental assessment dated February 24, 1995, that concluded that "It is imperative for the success of the Project to significantly increase funding for on-the-ground activities...one million dollars would be a realistic minimum" and which the Project has understood to be latrines, wells and pumps, and "improved stoves." The evaluation team finds that these activities should have had other institutional arrangements for financing and supervising these activities to assure that they share the intended impact on health and natural resource management. These activities diverted the attention of the Project team from the primary focus of developing and diffusing an appropriate technology package for sustainable hillside agriculture.

b. The community focus of "Participative Rural Planning" and the focus of the Community Conservation Projects have changed the focus of the Project from natural resource management activities (soil and water conservation practices and agro-forestry) to a focus on rural community development providing the materials to individuals without an E.E. program relating their use to improved health and nature resource management.

c. On a positive note, the Community Conservation Projects did provide a good mechanism for providing strategic incentives for community projects related to NRM implemented by CENTA, and to NGOs without being paternalistic. An excellent example is the project "MIRAMAR" with technical supervision from CENTA that was able to establish in one year 35 demonstration farms with farmers applying improved technologies on approximately 35 Mz.

5) Recommendations:

a. The only **Community Conservation Program** activities financed by the Project should be those which are directly related to NRM activities. Other activities such as improved stoves, latrines and wells/pumps, should not be funded by the Project but by other organizations.

b. Strengthen the **Community Conservation Program** to help organized groups with technical assistance in preparing requests for financial (strategic incentives) and technical help for activities related to NRM (soil and water conservation, agro-forest practices, etc.). Technical assistance should also include the supervision of implementation of the activities in the field.

c. As part of the Farmer-Promotor program, the "participative rural planning" strategy should be used for a diagnosis of individual family farms or cooperatives and their respective farming systems to facilitate the farmer and his family (wife and children) identify their production problems and possible solutions.

e. Water

This is a new activity appearing for the first time in the 1996 Action Plan. The D.A. Strategy paper focusing Project activities in three sub-watersheds, to be more efficient and have more impact in a reduced area. Using the participative rural planning process, the need for access to water came through strongly and plans were made for financing feasibility studies and construction of five small water systems. Additional feasibility studies for water systems and sewage systems for medium size

communities were also financed.

1) Findings:

a. Feasibility studies for 5 small water systems, have been completed or are nearing completion, with a focus on urban populations.

b. The project is helping three communities look for financing for medium-scale water systems, because the magnitude of the funding requirement (\$18,000,000 for Cara Sucia's water system) which is beyond the capability of the Project.

c. A water monitoring system is being developed with local school teachers and students.

d. The Ministry of Health has the mandate to work with reducing sources of contamination, and has been influential in reducing the contamination of the Rio Cara Sucia coming from the Hacienda "Los Dos" cattle feedlot operation. (There was a change in land ownership and a subsequent change from a cattle feedlot operation to grazing irrigated pastures.)

2) Conclusions:

a. These water related activities are an extension of the Project's tendency to work in rural community development activities rather than activities related to National Resource Management.

b. The Project should be focusing on the target population of small hillside farmers and how they can contribute to increasing year-round sources of clean water. This can best be achieved by adapting an integrated watershed management strategy.

c. The Ministry of Health and the park guards in the National Park "El Imposible" and forest guards in the "Barra de Santiago" appear to be better situated to conduct long term institutional monitoring of water quality.

3) Recommendations:

a. The Project should help communities look for other institutional sources of funding for activities such as water systems and waste disposal systems. The Project should not fund feasibility studies or construction of these basic infrastructure activities. This approach will be facilitated if the decision is made for the Project to fund preparation of a watershed management

strategy and plan for the Cara Sucia/San Francisco Menéndez sub-watershed.

b. The Project should work with the target population of small hillside farm families, or those working in cooperatives, within the context of integrated watershed management. The focus should be on restoring forest cover along water courses creating green corridors, creating habitat for wildlife, and creating "strategic incentives" that are not paternalistic for farmers to adopt improved practices that will reduce erosion and increase water conservation and recharge upland aquifers.

c. With the Ministry of Health and the park guards in the National Park "El Imposible", and forest guards in the "Barra de Santiago," an institutional arrangement should be formulated with a letter of agreement to implement a long-term monitoring program for determining water quality. The Project should initially provide instrumentation and training required with help from the Division of Natural Resources to creating a standardized program using existing institutional field staff. This could give the effort more stability than working with school teachers who can more easily be transferred and who do not have the institutional mandate to work in this area.

ATTACHMENT 1

APPLICATION FOR MIRAMAR DEMONSTRATION FARM PROJECT

3) FORMIATO:

PERFIL DE LOS PROYECTOS COMUNITARIOS DE CONSERVACION:

1- Nombre del Proyecto: " CONSERVACION DE SUELOS EROSIONADOS "

2- Ubicación del Proyecto: Comunidad: MIRAMAR, CANTON METALIO

Municipio: ACAJUTLA

3- Grupo solicitante: PRODUCTORES AGRICOLAS DE LA COMUNIDAD MIRAMAR

4- Periodo de ejecución: FEBRERO - JUNIO DE 1996

5- Monto solicitado (¢): 34,331.00

6- Aporte comunitario (¢): 29,450.00

7- Costo total (¢): 63,781.00

8- a) Número de familias participantes: 35 FAMILIAS

b) Otras familias beneficiadas:

9- Problemática a solucionar: Reducir a gran medida los procesos erosivos causados por las lluvias y la escurriencia superficial, la cual al caer en terrenos desnudos y sin ninguna media de protección arrastran consigo la capa fértil del suelo, formando en muchos casos, pequeños sanjones y/o cárcavas que afectan la productividad de los suelos, esta situación es notoria en la comunidad del caserío Miramar, en donde el productor tiene que aplicar mayores cantidades de agroquímicos para obtener producciones satisfactorias.

10- Objetivos específicos: a.- Controlar la erosión en aquellas parcelas agrícolas sometidas a labores agrícolas intensivas.

b.- Conservar la fertilidad y humedad de los suelos por medio de un sistema adecuado de conservación de los mismos.

c.- Aumentar la producción agrícola y por ende los ingresos familiares de las comunidades rurales.

11- Impacto en la conservación ambiental (Suelo, agua, bosque, biodiversidad): Con la ejecución de este proyecto, se pretende revertir en alguna forma, ciertos problemas causados por el acelerado deterioro de los recursos naturales en general, en este se combinan una serie de prácticas conservacionista que varían desde acequias de retención de agua, barreras vivas de zacate vetiver, piña, barreras muertas, árboles como barreras (madrecacao), etc. con los cuales se evitará el lavado del suelo, se retendrá mayor humedad, se incrementará la producción agrícola generando un gran impacto en la comunidad y mejorando el medio ambiente, ya que estas prácticas se realizarán de tal manera que no se ocasione daño a las parcelas vecinas, tampoco contaminar ríos y quebradas de agua bajo, es decir evitar trasladar el problema a otro sitio.

12- Breve descripción (Metodología): Para el desarrollo de este proyecto se promocionó y se organizó la comunidad de Miramar llegando a establecer que se pueden proteger 35 mz., con diferentes obras de conservación de suelos, tales como:

a.- Barreras vivas de zacate vetiver y piña.

b.- Acequias de absorción de agua.

c.- Barreras muertas y carrileo de rastrojos.

d.- Agroforestería.

METODOLOGIA:

El proyecto iniciará con 3 días de capacitación para los productores, en la cual se les adiestrará en el manejo y uso del arado y niveles tipo "A" y caballete, construcción de acequías de absorción, barreras vivas y muertas.

Luego iniciará el proyecto en el campo, con el trazo y - estaquillado de curvas a nivel, para las diferentes obras, así como también la elaboración de un vivero de madre cacao de 10,000 plantas, luego se empezará la construcción de las diferentes obras de conservación, iniciando con las acequías de absorción, barreras vivas y - barreras de madre cacao.

CRONOGRAMA DE ACTIVIDADES

ACTIVIDADES	FEBRERO				MARZO				ABRIL				MAYO				JUNIO			
1. Capacitación del proyecto para los productores																				
2. Trazo y estaquillado de curvas.																				
3. Elaboración de banco enraizador de hijos de piña.																				
4. Construcción de acequias de absorción.																				
5. Construcción barreras muertas y - carrileo.																				
6. Siembra barreras vivas de vetiver y piña.																				
7. Siembra de madrecao como barrera.																				

13- PRESUPUESTO DETALLADO:

DESCRIPCION DE MATERIALES	FUENTE	CANTIDAD	COSTO UNITARIO RESUMIDO (C)	TOTAL (C)
Alimentación y refrigerio.	S	105	¢ 25.00	¢ 2,625.00
Nivel de cablete.	S	5	¢ 75.00	¢ 375.00
Tratador hijos de piña funguic.	S	9 kl. Benlate.	¢ 140.00	¢ 1,260.00
Hijos de piña	S	35,000	¢ 0.40	¢ 14,000.00
Semilla de Madrecacao.	S	10 kl.	¢ 40.00	¢ 400.00
Hijos de vetiver	S	17,000	¢ 0.40	¢ 6,800.00
EQUIPO				
Alquiler bestia para arado	A	1	¢ 75.00/d/yunta	¢ 2,250.00
Bestia para entrenamiento	S	1	¢ 75.00/d/yunta	¢ 2,250.00
Arado fomenta	C	2	¢ 75.00/d/arado	¢ 4,500.00
HERRAMIENTAS				
Piochas y palas	S	70 (35 y 35)	¢ 50.00	¢ 3,500.00
Azadones	A	35	¢ 50.00	¢ 1,750.00
Transporte	C	10 viajes	¢ 500.00	¢ 5,000.00
MANO DE OBRA	A	500 d/h	¢ 30.00	¢ 15,000.00
IMPREVISTOS (10%)	S + C			¢ 4071.00
TOTAL				¢ 63,781.00

*S= Solicitado

*A= Aportado por la comunidad

*C= Colaboración institucional

14. Resumen de costos

Organizacion	Materiales	Equipo	Mano obra	Subtotal	Imprevistos	TOTAL
Consortio	¢25,460.00	¢ 5,750.00	-----	¢31,210.00	¢ 3,121.00	¢34,331.00
Comunidad	-----	¢ 4,000.00	¢15,000.00	¢19,000.00	-----	¢19,000.00
Instituciones	-----	¢ 9,500.00	-----	¢ 9,500.00	¢ 950.00	¢10,450.00
TOTAL	¢25,460.00	¢19,250.00	¢15,000.00	¢59,710.00	¢ 4,071.00	¢63,781.00


Convenio:

Nosotros el grupo comunitario: PRODUCTORES AGRICOLAS DE LA COMUNIDAD " MIRAMAR "


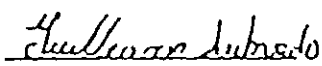
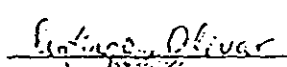

del cantón, caserio ó cooperativa: METALIO, CASERIO MIRAMAR, MUNICIPIO DE ACAJUTLA.

Nos comprometemos a cumplir fielmente con lo planificado en el proyecto arriba detallado, así mismo brindar todo el apoyo necesario para cumplir, en la fecha señalada, con las metas programadas.

Técnico Asesor: AGR. SAUL ARMANDO LOPEZ Institución: C.E.N.T.A.

Firma: 

Firma de los representantes del grupo:

Nombre:	Cargo	Firma	# CIP	Fecha:
<u>ISABEL CRUZ</u>	<u>PRODUCTOR ENLACE</u>	<u></u>	<u>6-3-008401</u>	<u>03-01</u>
<u>GUILLERMO SUBVADO</u>	<u>" "</u>	<u></u>	<u>6-3-009319</u>	<u>01-01</u>
<u>SANTIAGO OLIVAR</u>	<u>" "</u>	<u></u>	<u>6-3-004314</u>	<u>15-01</u>
<u>VENTURA MELGAR</u>	<u>" "</u>	<u></u>	<u>6-3-001634</u>	<u>19-01</u>

LISTADO DE PRODUCTORES.

- | | |
|---------------------------------|--------------------------------|
| 1.- ISABEL CRUZ (P. E.) | 27.- PEDRO DE JESUS HERNANDEZ |
| 2.- JESUS BARRIENTOS | 28.- GUILLERMO SUBVADO (P. E.) |
| 3.- PABLO CRUZ | 29.- ANGEL RUIZ |
| 4.- JULIAN MENDEZ CRUZ | 30.- SALVADOR CORTEZ |
| 5.- FERMIN RECINOS | 31.- ANTONIO HERNANDEZ |
| 6.- GILBERTO MENDEZ | 32.- FELIPA GONZALEZ |
| 7.- OSCAR MELGAR | 33.- SILVESTRE MIRANDA |
| 8.- FRANCISCO RAUDA | 34.- VENTURA MELGAR (P. E.) |
| 9.- BERTA ALICIA MENDEZ | 35.- JUAN ARRIOLA |
| 10.- HERIBERTO ARRIOLA | |
| 11.- LISANDRO FRANCO. | |
| 12.- CARLOS MELGAR | |
| 13.- DIONISIA ARRIOLA | |
| 14.- JUVENAL AMAYA | |
| 15.- RUFINO HERNANDEZ | |
| 16.- JUAN MARTINEZ | |
| 17.- VICTOR ANTONIO BARRIENTOS | |
| 18.- PABLO BARRIENTOS | |
| 19.- ABRAHAM MORALES | |
| 20.- FRANCISCO MARTINEZ | |
| 21.- SANTIAGO OLIVAR (P. E.) | |
| 22.- JORGE GARCIA | |
| 23.- VALENTIN GARCIA | |
| 24.- MARTIN AYALA CHAVEZ | |
| 25.- GUILLERMO REYES BARRIENTOS | |
| 26.- BERSABER RIVERA | |

STA. ELENA.

MIRAMAR

2

LOS
MÉNDEZ

3

JOCOTAL.

1

RIO METALIO

RIO CHALATA

LUGARES COMUNALES.

1- JOCOTAL: SANTIAGO OLIVAR.

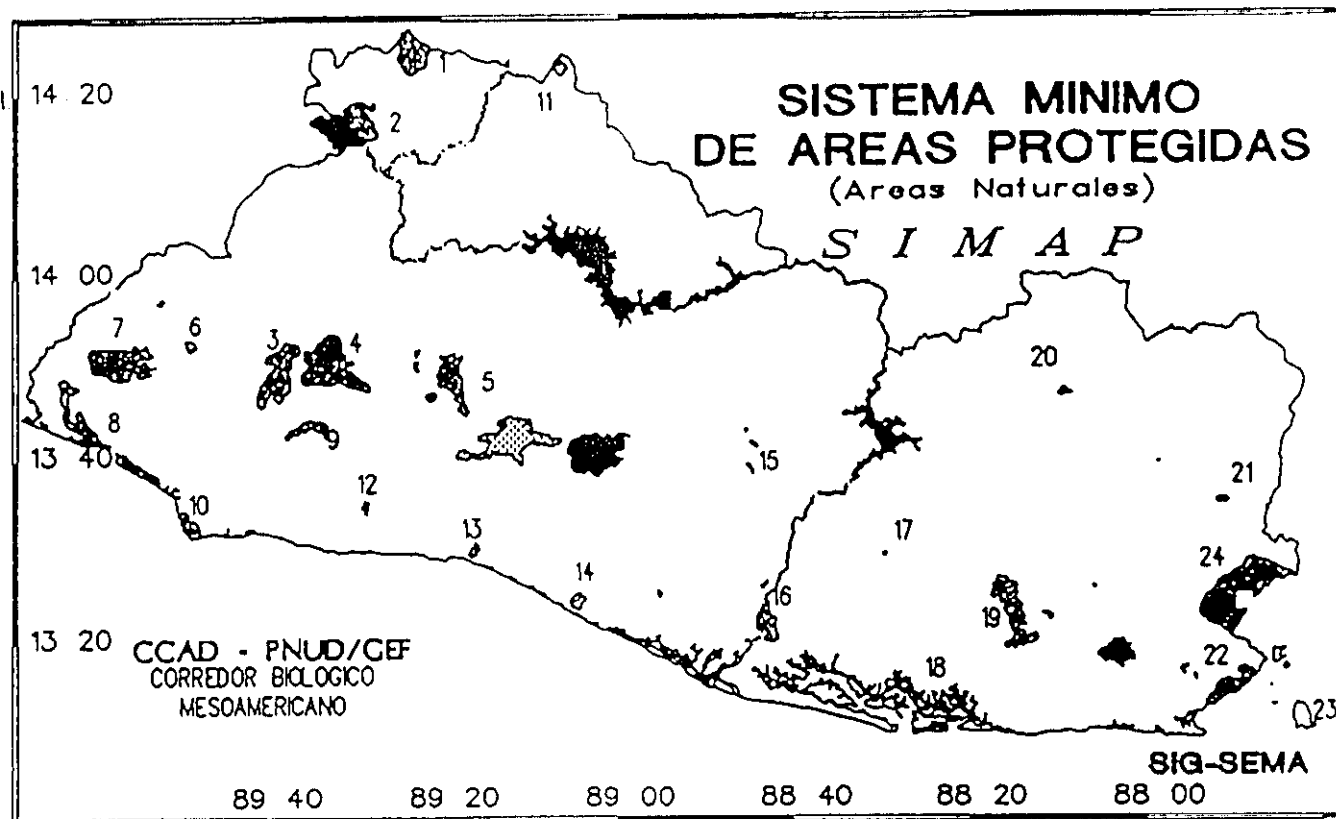
2- MIRAMAR: ISABEL CRUZ.

3- LOS MÉNDEZ: GUILLERMO SUBVADO.

CARA SUCIA

M. TALIO

Attachment 2: Map of Protected Areas



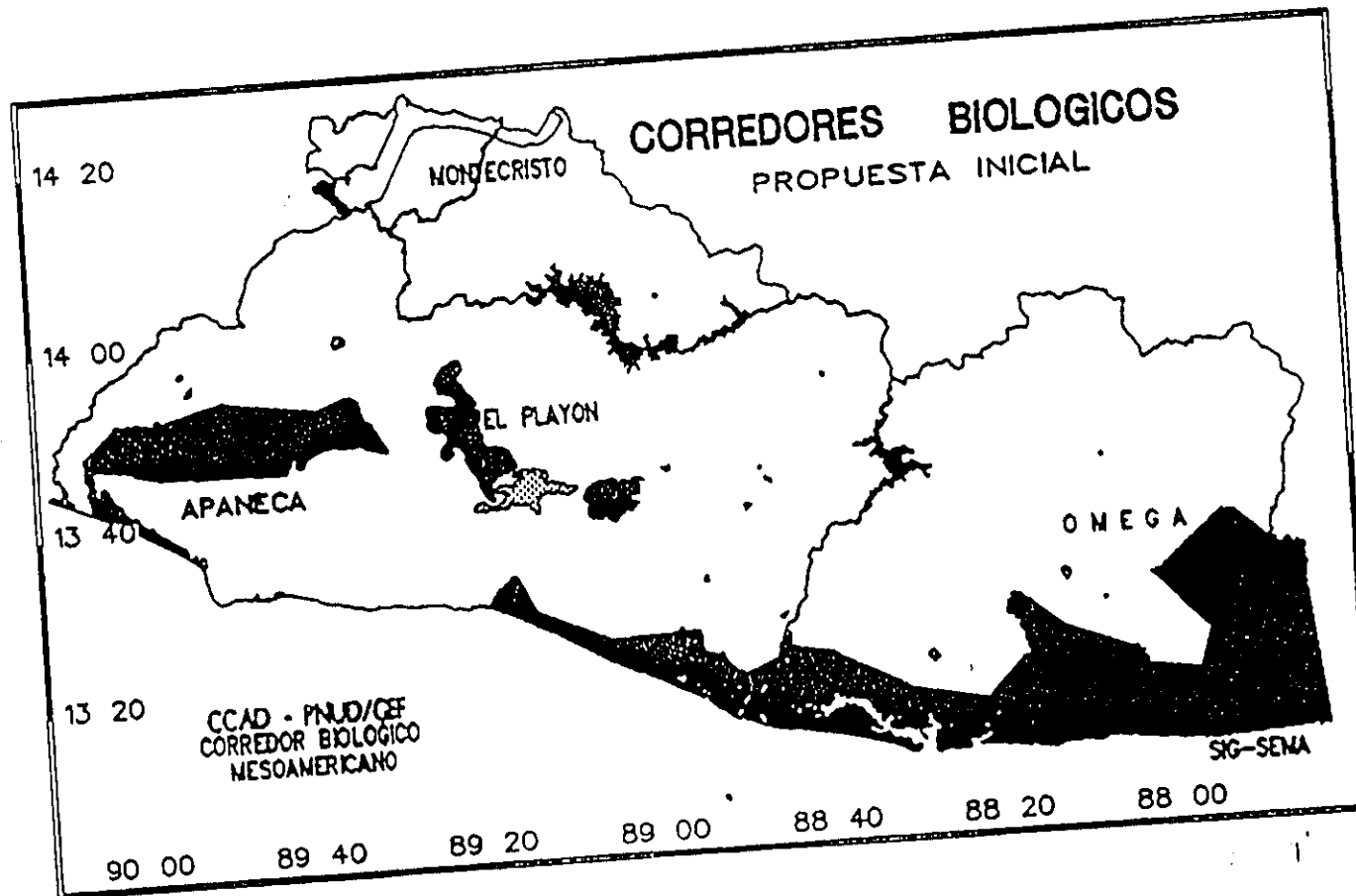
SISTEMA MINIMO DE ÀREAS PROTEGIDAS

NOMBRE	CARACTERISTICA	SUPERFICIE(Ha)
P.N Montecristo	Pinar y robledal quetzal	1987.00
San Diego y La Barra	Cactus- Bosque Seco Tropical	1842.82
Complejo Los Volcanes	Lavas de distintas edades	6500.00
San Marcelino	Sucesiones lavicas, hierbas y orquideas	1842.17
Joya de Ceren	Sitios arqueologicos y vegetación	1537.17
Laguna de Las Ninfas	Especies de anfibios locales	200.00
Complejo El Imposible	Gran diversidad de flora	3222.17
Complejo Barra de Santiago.	Especies unicas como el Pez Lagarto	2689.12
Complejo Los Farallones	Bosque de Galeria	389.10
Complejo Los Cobanos	Vegetación de playa algas marinas y fitoplancton	34.77
El Pital	Posee 8 de 9 Gimnos permas (pinos)	??
Las Termofilas	Presencia de Bosque de Balsamo	200.00
Parque Deininger	Nuevos Reportes de plantas	732.00

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Santa Clara	Presenta 3 Tipos de Bosque	900.00
La Joya	Area Paleontológica Barranca de Sisimico	1021.88
Complejo Nancuchiname	Bosques de Ceiba y Conacastes (alterado)	1030.18
Laguna de Alegria	Presencia de Ausoles y Microflora	150.00
Isla San Sebastian	playa de 6 m. de largo, vegetación de playa, manglar	228.85
Complejo El Jocotal	Proyecto de Vida Silvestre, Habitat de especies, aves migratorias	1000.00
Morales Pasaquina	Vegetación de morro	200.00
Complejo Conchagua	Transición Playa ro- cosa-Bosque dulce	667.12
Pirigallo	Refugio para aves marinas migratorias y residentes	2.17
Bahia de La Unión	Producción y alimen- tación de especies marinas	6000.00
Complejo Cacahuatique	Especies de flora propias de las tierras medias, robledales; especies de fauna en peligro de extinción	123.0

Attachment 4
Proposed Biological Corridors



Criteria and Procedures for Community Conservation Projects

"PROYECTOS COMUNITARIOS DE CONSERVACION"

1) CRITERIOS DE SELECCION Y APROVACION:

- a) Que sea presentado por grupos reconocidos y aceptados en la comunidad.
- b) Que tenga un fuerte componente de conservación ambiental (Suelo, agua, bosque, biodiversidad).
- c) Que la comunidad aporte por lo menos 30% del costo total, y tenga los medio de sostener el proyecto en el futuro. Mano de Obra, acopio de material.
- d) Que los proyectos tengan un costo solicitado de \$ 40,000.00 como máximo.
- e) El proyecto tiene que ser asesorado por un técnico de PROMESA.
- f) No pagar salarios con fondos solicitados al Consorcio.

2- PROCEDIMIENTO:

- a) Que los técnicos de PROMESA consulten con las comunidades sobre los Proyectos que puedan calificar.
- b) Que las organizaciones obtengan el respaldo de la contraparte que aportara la comunidad.
- c) Que los técnicos apoyen la elaboración del Proyecto apegados al formato.
- d) Que se nombre una comisión para la revisión y aprobación del Proyecto que consiste en 6 personas. Los miembros pueden ser los coordinadores de campo o su representante permanente. Se sugiere un representante de cada una de las organizaciones: CENTA, D.G.R.N.R., CENDEPESCA, AMAR, SALVANATURA y Consorcio Internacional.
- e) Que la comunidad presente el Proyecto a la comisión, a través del técnico que los ha asesorado.
- f) La comisión tiene que reunirse cada 15 días, si hay Proyectos pendientes.
- g) La solicitud tiene que llevar las firmas de por lo menos 3 miembros del grupo solicitante y del técnico.

ANNEX I

ENVIRONMENTAL EDUCATION AND COMMUNICATION

The Performance Data Tables for SO4 Results note that the term "environment" needs to be investigated to determine the proper definition. This acknowledges the common confusion between this term and "ecology". In the *Policy Proposal for Environmental Education in El Salvador* developed by SEMA and GreenCom, environment is defined as "...a system made up of inter-related physical and social factors, which affects human life and at the same time is modified and affected by human actions". It goes on to include "...economics, politics, cultures etc..." as social elements affecting the physical factors or natural world. This definition includes both ecological and sociological aspects of environment and, for the purposes of this evaluation, is sufficient.

The above definition shows that GreenCom has a good understanding of the term environment and people who have participated with GreenCom in training or other activities are also beginning to understand the social and natural science aspects of environment. This basic understanding will help these groups to carry out effective environmental education and communication (EE&C) projects.

GreenCOM and other participating institutions have suffered the effects of the institutional instability surrounding the PROMESA Project since the beginning. In spite of this, they have been able to make inroads into public and private institution. Their methodology has generally been participative and catalytic. People in counterpart positions have gained valuable experience. However, most institutions feel the need for an institutional entity to assume the role of GreenCOM when the Project ends. They feel they will need support to continue efforts in environmental education. Needs include continued training, materials production, coordination, response to the variety of interests which are included in environmental education, assistance in programming and generating funds.

GreenCOM has developed a strong resource in country to support continued efforts in environmental education. An institutional structure is needed to continue this effort after GreenCOM closes out. Such an institution would generate funds, coordinate activities and respond to general needs in environmental education. Ground work should begin to spin off a national environmental education NGO. A marketing and fundraising strategy could be developed which would allow such an NGO to secure its future for as long as associated members feel it is needed.

Start-up funding would be required for the proposed NGO (perhaps through FIAES) until a strategy for independence can be implemented. The NGO would be a service organization for other NGOs and government institutions. The activities carried out by the NGO would be decided on by a coordinating board made up of representatives from associated NGOs and

government entities and would be designed to fill needs defined by the participants. This NGO should not stray from areas in which GreenCom already has experience, specifically training, EE&C methodologies and materials production, and journalist and media relations.

This NGO should have the following resources to start:

- Trained and experienced personnel on GreenCom staff.
- GreenCom physical property.
- Working relations with a broad base of trained technical and professional people in both the public and private sector.
- Positive institutional and media ties

This NGO should consider the following strategies:

- Limit focus to training and EE&C activities.
- Develop a diversified financial base.
- Develop a campaign personality to use in promoting the environmental message and identifying the institution.
- Develop a marketing strategy

The NGO should investigate the following funding strategies:

- Tying into materials' development and training monies given to NGO's through FIAES.
- Sale of services in training, materials design and development, and activities planning and management (seminars, outings and others)
- Joint materials' production to lower unit costs.
- Publishing of an alternative media in which advertising could be sold (requires careful planning and market research to select target audience).
- Development of fundraising strategies to secure donations.
- Request a specialist volunteer through Peace Corps with some background in social marketing or marketing. (The small business volunteers will arrive in March 1998 to begin work in late May 1998. If the request is made now recruitment can begin in the U.S. so that the volunteer could be in the March 1998 training group.

This NGO could continue to carry out some GreenCom activities and could begin to develop a focus on water.

Recommended Areas of Effort

1. GreenCom should begin to look at establishing a fictitious figure to represent environmental issues in El Salvador. This figure should be something Salvadorans can identify

with and something that can visit any part of the country. A costume should be made and people trained in the use and care of the costume. This activity has potential for fund-raising.

2. GreenCom should support the efforts of the Environmental Communication Department in the Ministry of the Environment (currently SEMA) in efforts to plan and carry out an Environmental Fair in El Salvador, assisting them in institutionalizing the Fair to make it an annual event.

3. Green Project should follow-up on efforts already made in the promotion of the creation of a Masters Program in Environmental and Natural Resources Management. Preliminary conversations and research have been carried out with the Universidad Centroamericana Jose Simeon Cañas with positive results. In order to support the growing need for qualified natural resource managers in El Salvador, the creation of a masters program would be an important first step.

4. GreenCom should continue in 1997 to support efforts in the different universities to develop a broader understanding of the environment and environmental education/communication methodologies. These efforts could lead to the creation of new classes in existing programs or to new specialties in existing departments.

5. GreenCom, in collaboration with MIMA and Abt. should develop with CENTA, PANAVIS and other public and private agricultural organizations and sustainable development institutions a strategy for EE&C related to specific topics in a limited geographical area.